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THE ROYAL COMMISSION ON METROPOLITAN
DEVELOPMENT
OF EDMONTON AND CALGARY

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PROCEEDINGS

DATE 18th October, 1954

VOLUME V

March 90

The Court House
EDMONTON - ALBERTA
SUPREME COURT REPORTERS, EDMONTON

VOLUME V

October 18th, 1954

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EXHIBITS

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THE SITTINGS OF THE ROYAL
COMMISSION ON METROPOLITAN
DEVELOPMENT OF CALGARY AND
EDMONTON, held at the Court
House, Edmonton, Alberta,
commencing Monday, the 18th
day of October, A.D. 1954,
at ten a.m.

THE CHAIRMAN: Gentlemen, may we come to order and we
will proceed with the cross-examination of Mr. Moffat.

ROBERT E. MOFFAT, recalled to the Stand on his former
oath, testified as follows:

THE CHAIRMAN: Mr. Moffat, I would like to say that we have
had this statement as to the experience of other cities
in our hands for a very brief moment, and the Commission
has decided that perhaps before the cross-examination
is resumed that you might read this memorandum which
you promised us earlier in your evidence, and then
it can be received as an exhibit and you could possibly
be cross-examined on it.

A Yes, if you wish. This memorandum is pretty lengthy.

THE CHAIRMAN: Yes.

A Is it your wish that we should read it completely,
or would it be more convenient possibly to have it
mimeographed and made available in that form? It
is just a thought that occurs to me.

THE CHAIRMAN: The Commission had the feeling that perhaps
it should be read in its entirety, Mr. Moffat.

A Yes.

THE CHAIRMAN: Then it will be received as an exhibit
and numbered and appeared in our records.

A Yes. Well, that's quite satisfactory, sir. The
memorandum is a document which I prepared from the

THE ATTORNEYS OF THE
COMMISSION OF INVESTIGATION
DEVELOPMENT OF CANADA AND
EDUCATION, dated at the Court
House, Montreal, Quebec,
commonly known as the Court
of Appeal, A.D. 1950.

THE CHAIRMAN: Good morning, Mr. Moffat, will you come to the stand?

Will you please state the name of the person who called you to the stand?

ROBERT E. MOFFAT: I am called to the stand by the Court.

Now, please state your name.

THE CHAIRMAN: Mr. Moffat, I would like to ask you a few questions.

Had this statement been made by you or by someone else?

In our records, we have a copy of this statement, and we would like to see it.

Now, please state the name of the person who called you to the stand.

Is there any other person who has called you to the stand?

You are now being asked to state the name of the person who called you to the stand.

Is there any other person who has called you to the stand?

Is there any other person who has called you to the stand?

Now, please state the name of the person who called you to the stand.

THE CHAIRMAN: Yes.

Is it your statement that you would not be completely satisfied?

Or would it be more correct to say that you would not be completely satisfied?

Is there any other person who has called you to the stand?

Is there any other person who has called you to the stand?

THE CHAIRMAN: The Commission had the feeling that perhaps

it should be asked to the stand, Mr. Moffat.

Now, please state the name of the person who called you to the stand.

THE CHAIRMAN: Now it will be recorded as an exhibit.

And recorded and placed in the record.

Now, please state the name of the person who called you to the stand.

Is there any other person who has called you to the stand?

Robert E. Moffat - Presentation of brief.

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A (Cont.) information that was available to me from a number of sources, outlining the experience in a number of other cities in attempting to deal with problems which were somewhat similar to those which are before this Commission. It is headed up:

"Extension of Boundaries of Major Cities,
Experience in other Canadian Cities".

MR. BLACKSTOCK: Mr. Moffat, have you another copy of it that the Court Reporter could have?

A He can have this one, certainly.

MR. BLACKSTOCK: I mean, to avoid taking all the notes in shorthand.

A There are one or two copies in existence somewhere. I am not sure where they have got to. This is the last one that is left as far as I am concerned.

MR. BLACKSTOCK: All right, you will just have to go ahead, Mr. Moffat.

A I think this is the last copy that is available.

THE CHAIRMAN: Then it is suggested to save Mr. Dyer, we might have it entered as an exhibit right now, and then it would properly go into his hands after you have presented it.

A Yes.

THE CHAIRMAN: So, if you will just wait a moment, we will have that properly numbered, Mr. Moffat.

MR. McGRUTHER: 44.

THE CHAIRMAN: What is it, Mr. McGruther?

MR. McGRUTHER: 44E.

THE CHAIRMAN: 44E, then that will be the number.

MEMORANDUM HEADED "EXTENSION OF
BOUNDARIES OF MAJOR CITIES" IS
ENTERED AND MARKED EXHIBIT 44E.

A (Cont.) information that was...
a number of...
a number of other...
problems which were...
are before this...
extension of...
experience in...

MR. BLACKSTOCK: Mr. Mott, have you...
it that the Court...
he can have this...

MR. BLACKSTOCK: I want to...
in shorthand.

A There are...
I am not sure...
last one that is...
MR. BLACKSTOCK: All right, you will...
answer, Mr. Mott.

A I think this is the last...
THE CHAIRMAN: Then it is...
we might have it...
and then it would...
you have presented it.

A Yes.
THE CHAIRMAN: So, if you will...
will have that...

MR. MOTT: Yes.
THE CHAIRMAN: What is it, Mr. Mott?
MR. MOTT: Yes.
THE CHAIRMAN: All right, then...

Robert E. Moffat - Presentation of brief.

- 521 -

MR. McGRUTHER: What is the title of it?

A Extension of Boundaries of Major Cities, Experience in other Canadian Cities. It might be well to put on the record right at this time also the fact that we are now making available extra copies of the report of the Manitoba Provincial Municipal Committee, and it was entered as an exhibit sometime back.

THE CHAIRMAN: Yes, it was.

A There are extra copies here now, and it forms the basis for a good deal of what is in this other memorandum. Page 81 and the following pages are the basis of a good deal of what is in this other memorandum.

 "The question of extending the boundaries of the city to include adjacent areas arises periodically in every city and the actions taken vary in the light of local circumstances and in the light of attitudes and business outlooks at the time.

 As a background to the discussions in the Edmonton area it, therefore, seems worthwhile to record the history of a few other Canadian cities which have gone through similar periods of expansion in the past. In general there are 3 types of approach which could be adopted and each of these has been tried. No one of them has proved to be completely satisfactory and the experience always has been that in a few years the city has again expanded to the point where a further review

IT McGRUBBER: What is the

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"of the situation becomes necessary. The 3 alternatives are:

1. The central city absorbs the surrounding area and it becomes an integral part of the city.
2. The city and the suburbs refuse to set up any over-all authority and instead establish co-operative arrangements on an ad hoc basis for particular problems.
3. A metropolitan authority is created to deal with certain matters which are of general concern while each local municipality continues to deal with matters of local concern.

The history of the major Canadian cities shows examples of each one of these 3 approaches and shows that some cities have used a combination of all 3.

Possibly the most significant point in connection with this development is that there is no example in Canada where the process has been reversed to re-establish the amalgamated areas as separate bodies after they have once been included within the extended boundaries of a city."

And then,

"TORONTO

The most recent major re-organization is that in the Toronto area. It is based upon the metropolitan council approach whereby the

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"Area Board is responsible for certain designated functions and the local council of each municipality continues to be responsible for other municipal matters.

Toronto was first established as a city in 1834 and its boundaries were steadily extended by amalgamation of adjoining property, until the absorption of the 3 towns of East Toronto, West Toronto and North Toronto in 1909, 1910, 1912. All extensions up to this date consisted of integration of the added area into the existing city administration.

In commenting on the change in attitude in this regard the Ontario Municipal Board in its report dated January 20, 1953, comments:

'From the date of its incorporation as a city in 1834 until the outbreak of the war in 1914, a period of eighty years, the city provided for its expanding population by successive annexations of portions of adjoining lands with the result that the total area of the city, including land and water, was increased from 10,356 acres to approximately 25,000 acres. During the succeeding period of nearly forty years the city annexed only 205 acres mainly in small parcels except for the annexation of 93.8 acres from East York in 1920.'

The same report continues by pointing out that as late as 1931 serious consideration was

A (Cont.)

"given to a proposal to add the whole of the townships of York and East York to the City. This proposal was rejected by a committee of civic department heads and by the City Council and in rejecting it the Committee endorsed the report of a 1928 Committee which had stated its position to be "we urge with all the force that we are capable, that further annexations to the City of Toronto be not made until such time as undoubted compensating advantages exist."

The Ontario Municipal Board further remarks that "before the lengthy hearing of the present application ended, it became evident to the Board that many of the existing problems of the city and the suburbs alike must be attributed to the policy which the city followed for many years before and after the adoption of the 1931 report....."

During this period when it opposed amalgamation the city of Toronto entered into a great variety of ad hoc arrangements with the suburbs with respect to particular matters. Some of the most extreme examples occurred in respect to road construction where the city paid substantial sums toward the cost of improving certain streets in suburban municipalities in order to facilitate traffic movement to and from the city proper. The Ontario Municipal Board report reviews this

1. The first part of the report

2. The second part of the report

3. The third part of the report

4. The fourth part of the report

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6. The sixth part of the report

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21. The twenty-first part of the report

22. The twenty-second part of the report

23. The twenty-third part of the report

24. The twenty-fourth part of the report

A (Cont.)

"situation thus:

'With the rapid growth of the separate municipalities their relationships with their neighbours naturally became more and more important and an increasing number of inter-municipal arrangements for the supply of services or the construction of specific public works became necessary. It was shown that between 1915 and 1950 no less than one hundred and sixty-three agreements of various kinds were made between two or more municipalities. Under some of these agreements the city undertook to supply such services as water or sewage and drainage outlets for entire municipalities such as Leaside and Forest Hill, or for carefully defined areas or even a single property. Other agreements provided for the construction of costly bridges and viaducts, which in some cases were erected entirely beyond the city limits, and watermains running through portions of adjoining municipalities which were needed to serve distant sections of the city. Important agreements were made by the Toronto Transportation Commission with various suburbs for the provision of public transportation beyond the city at the risk of the contracting municipality.

The first of these is the fact that the
and which is the only one of its kind
known to the world. It is a very
and is the only one of its kind
known to the world.

A (Cont.)

" 'These agreements, although very numerous in view of the number of municipalities concerned, did not represent any real change in the spirit of jealous independence which unfortunately seems to have been the traditional attitude of both the city and the suburbs throughout.' "

I might just interrupt there to say this, that Mr. Garside has prepared, or had prepared a list of the agreement now in existence ^{between} Edmonton and its suburbs, and we are prepared to file this at an appropriate time. It is a fairly extensive list when it is all put together.

" During the second war and the years immediately after it the population of the Toronto area increased very rapidly but the city proper had reached a point at which it had fully occupied the space available to it and the expansion, therefore, occurred primarily in the suburbs. The report referred to above quotes assessed population figures for the City of Toronto as 682 thousand in 1945 declining to 653 thousand in 1951. During the same period the assessed population of the suburbs jumped from 261 thousand to 428 thousand.

As a result of the new situation created by this change the initiative in seeking another review of the matter was taken by several interested bodies. In February 1947

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"the Council of the Town of Mimico authorized an application to the Ontario Municipal Board for an order for the creation of an area for the joint administration of certain specified services. In December 1949 the Toronto and York planning Board published a report recommending that 8 of the central municipalities should be unified. In January 1950 the Prime Minister of Ontario called a meeting of the city and its 12 suburbs and prevailed upon them to create a committee to consider the matter and prepare recommendations. In February 1950 the Council of the City of Toronto authorized an application to the Board for an order amalgamating the city with the 12 suburbs.

After lengthy preliminary steps the Board held extensive hearings on the amalgamation proposal of the city and the "Area Board" proposal of the Town of Mimico. Its report dated January 20, 1953",
that is already in as an exhibit.

"... rejected both proposals but then proceeded to set forth in detail a new proposal which in its essentials is the plan which has now been adopted.

The organization of the Municipality of Metropolitan Toronto is created by chap. 23 of the 1953 Statutes of Ontario assented to on April 2nd, 1953. That act covers the

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"city and its 12 suburbs. It creates a Metropolitan Board with jurisdiction over this area and with responsibility extending over:"

And then, there is a list of ten items.

"1. Assessments.

2. Water works."

Now, just to get this clear, some people may not be able to follow it, these are the powers of the Metropolitan Board as distinct from the local council.

"1. Assessments.

2. Water works.

3. Sewerage works.

4. Metropolitan road systems.

5. Toronto transit commission.

6. The following health and welfare services,"

This is only part of the health and welfare services, really.

" (a) Hospitalization and burial of indigent persons.

(b) Certain assistance toward the erection and maintenance of hospitals.

(c) Post-sanitarium care for tuberculosis patients.

(d) Homes for the aged.

(e) Neglected children.

7. Court house and jail.

8. Municipal housing developments.

9. Community planning.

10. Parks and recreation areas.

A (Cont.)

" Education is not placed under the Metropolitan Board but under a Metropolitan School Board covering the same area. The local school boards are continued but are placed under the supervision of the Metropolitan School Board particularly in financial matters. The local school boards continue to be responsible for administration of their own area and can levy local taxes if they wish to maintain a level of expenditures higher than that made possible by provincial grants plus their share of the amounts collected for the Metropolitan School Board.

For the first 2 years the Metropolitan School Board is required to make the following grants to the local school boards:

- \$150 per pupil in public schools.
- \$250 per pupil in academic secondary schools.
- \$300 per pupil in vocational secondary schools.

For 1956 and subsequent years the Metropolitan School Board is to decide the amount of the grants to be made to each of the 3 categories. The money paid out in this way is obtained by levies made on behalf of the Metropolitan School Board at uniform rates over the whole metropolitan area. These levies and the collection of them are the responsibility of the Metropolitan Board."

And then my own comment added in here,

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"It is obvious that grants of this magnitude together with the grants from the province will leave relatively little to be raised by the local boards.

The Council which administers the Municipality of Metropolitan Toronto consists of:

- a. The mayor of Toronto and the Head of the Council of each of the 12 suburbs.
- b. 11 other representatives from the city.
- c. A chairman appointed by the Provincial Government for 1953 and 1954;"

That is Mr. Gardiner whose speeches I quoted the other day,

".... for later years the chairman will be elected by the Council from its own membership or from outside.

The Metropolitan School Board is made up of the Chairman of the Toronto School Board and of each of the suburban School Boards together with 9 other members of the Toronto School Board and 2 representatives of the Toronto and Suburban Separate School Board."

Now, to summarize that, what that really amounts to is that the city is given the same number of members on those boards as the suburbs have. The suburbs have twelve, the city has twelve on the main Board, and the Board elects the chairman, or the person who corresponds to the mayor.

THE CHAIRMAN: Mr. Moffat, the last sentence with reference to the Separate School Boards, I wasn't clear as to

Robert E. Moffat - Presentation of brief.

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THE CHAIRMAN: (Cont.) what provision was made for their representation on the --

A They have two on the Metropolitan Board.

THE CHAIRMAN: Public schools have --

A Public schools have nine, making eleven, and the suburbs have the same number.

THE CHAIRMAN: Yes.

A No, I am sorry, the public schools have nine members plus the Chairman, makes ten altogether, and the Separate School Boards have two, and that makes twelve, and the suburbs have twelve, that's the way that is. Now, then Montreal.

"MONTREAL

The Montreal Metropolitan Commission was formed in 1920 and has functioned without major change since that date.

The early history of Montreal consisted of a series of annexations of surrounding municipalities occurring with considerable frequency until 1910. After that date the City of Montreal opposed further annexations on the ground that each suburban area annexed to the city had created additional costs for the city without corresponding increases in the revenue sources available to the city.

In 1920, 4 of the suburban municipalities had serious financial difficulties arising from the adjustments after the first war and they sought annexation to the city. The city opposed annexation but the Provincial Government insisted on some re-organization

THE CHAIRMAN (GONG): What is the

representation of the

A They have the right to

THE CHAIRMAN (GONG): What is the

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Robert E. Moffat - Presentation of brief.

- 532 -

A (Cont.)

"to avoid the break-down of municipal services and municipal credit in the area. The result was the Montreal Metropolitan Commission which now supervises and controls the financial affairs of 15 suburban municipalities."

But not the city.

This thing only controls the suburbs, the city is not in, but as is pointed out a little later, the city has a big hand in the control of the thing, but the city is not under the control of it.

" A number of other municipalities have in the meantime become heavily settled and taken on urban characteristics but they have not become part of the metropolitan set-up.

The Montreal Metropolitan Commission consists of 16 persons, 8 being from the City of Montreal, 7 from the suburbs and 1 from the Provincial Government. It supervises the financial affairs of the 15 suburban municipalities. It has no control over the City of Montreal although city representatives have a majority on the Board. Its powers include the right to approve or disapprove any proposed borrowing by one of the suburbs and the right to issue bonds in its own name on behalf of the suburbs."

THE CHAIRMAN: Mr. Moffat, do I understand that those representatives of the City of Montreal are members of the Council, or how are they selected?

A I couldn't answer that, sir. I would have to check

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Robert E. Moffat - Presentation of brief.

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A (Cont.) it up. Montreal's city council itself is a complicated set-up, and I am not sure how those particular ones are --

THE CHAIRMAN: It would be rather surprising if the city is not a part of this, that the Council should appoint the representative, isn't it?

A I am sure that the council does the appointing. Now, whether they are members of the Council or whether they are outsiders, I am not sure, but it is the Council of the City of Montreal that determines its representation on this Board, and they have eight out of the sixteen members, and the province has one, so they overbalance the suburbs eight to seven on the Board.

"Its powers include the right -- "

I am just going back one sentence here.

"Its powers include the right to approve or disapprove any proposed borrowing by one of the suburbs and the right to issue bonds in its own name on behalf of the suburbs. In addition, it has the power to appoint an administrator to take control of a suburban municipality which is in trouble and 3 suburbs are under direct administration by the commission under this authority."

That is at the last time I could get the information. There may be a change now.

" In addition to supervision of borrowing and direct administration in special cases the Metropolitan Commission levies a general assessment over the whole area under its control and uses this revenue for its own

A (Cont.)

"expenses and for assistance to the less wealthy suburbs."

Now, I understand the practice has been that whenever they put the administrator into the suburb they also give him a subsidy on this basis, on an assessment over the whole area to help out.

" Another metropolitan organization in the Montreal area is the Montreal Central Protestant School Board formed in 1925. It originally supervised the finances of 11 Protestant School Boards in the area while the local Boards were responsible for administration within the budgets approved. School taxes were levied over all municipalities involved at uniform rates and the total revenue collected in this way was distributed monthly by the Central School Board to the local Boards.

In 1945 and 1951 all the Protestant School Boards involved, except the West Mount Protestant School Board, turned over administration as well as financial control to the central Board so that the local Boards are left with only the ownership of school buildings and responsibility for the use of those buildings outside school hours.

The Board consists of 12 members appointed by the local School Boards in the area.

WINDSOR:

One major amalgamation was made in the Windsor area when in 1936",

— 1910 —
1910
1910

Robert E. Moffat - Presentation of brief.

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A (Cont.) I thought that was a typographical slip, but it is correct.

"... 1936 the City of Windsor was amalgamated with the 3 adjoining municipalities of East Windsor, Walkerville and Sandwich. The amalgamation was actively opposed by the Town of Walkerville but this opposition was not continued after the new arrangement was made and there has been no effort to divide the city subsequently.

OTTAWA

In 1948 the City of Ottawa was extended to include the suburbs of Eastview and Rockcliffe Park ... "

Now, that's a slip, as I corrected on the record the other day, Eastview and Rockcliffe were not taken in, it was the area surrounding them that was taken in.

".... and parts of the townships of Nepean and Gloucester. The arrangement was a direct consolidation of the area involved except that a special provision was made that until 1954 taxes in the new area would not be increased above those already in effect unless water service was extended to that area before that date.

WINNIPEG

Winnipeg is at present surrounded by 15 suburban municipalities which are wholly or partially urban. The city itself has operated on substantially its present boundaries

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"since 1906 when the area which is now known as Elmwood was absorbed within the city boundaries. Since then there have been certain small areas added for the purpose of parks, cemeteries and the like but no changes of any real significance have been made.

The pattern adopted in dealing with questions which affect the whole area has been that of creating Special Purpose Boards representative of several or all of the municipalities to deal with specified matters of joint concern. 9 such Boards are now in existence namely: (The date of establishment is shown in each case.)

1. The Winnipeg and St. Boniface Harbor Commission - 1912.
2. Greater Winnipeg Water District - 1913.
3. The River Control Board - 1934.
4. Greater Winnipeg Sanitary District - 1935.
5. Metropolitan Planning Commission - 1949.
6. Metropolitan Civil Defence Board - 1951.
7. The Rivers and Streams Authority - 1951.
8. Greater Winnipeg Transit Commission 1952.
9. The Greater Winnipeg Mosquito Control Board - 1953."

That is a strange thing, a special Board for Mosquito Control all by itself.

" Each of these schemes is administered by a body which is independent of the bodies responsible for the other joint schemes but the members of each Board are representative of

A (Cont.)

"and responsible to the Councils of the municipalities which are members of the scheme. In many cases the same individuals are members of several of the joint Boards. In addition to the above mentioned organizations which are formally established, there are a great number of inter-municipal co-operative arrangements between the municipalities involved."

Fire services in particular are handled on that kind of a basis.

"In November 1952 a Committee recommended the establishment of an over-all metropolitan Board to co-ordinate all services of a metropolitan character and "which would be empowered to impose levies on municipalities in the metropolitan area." This recommendation was endorsed by all municipal representatives on the Manitoba Provincial-Municipal Committee but the attitude of the government representatives on that committee was stated in the following words,

"The Government agrees that action along this line, if satisfactory to the municipalities concerned, could result in increased efficiency and economy.

Therefore, in sending copies of the Report to the metropolitan councils, we will call this particular recommendation to their attention, with the suggestion that if it commends itself to them, they

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A (Cont.)

" 'take joint action regarding it. The Government is prepared, if the Councils of the City of Winnipeg and adjoining municipalities so advise, to bring in legislation for that purpose at the present session.' "

That was 1953.

" Although a number of discussions have taken place no concrete action has been taken except that in the interval one further Special Purpose Board has been created namely, that which deals with mosquito control."

Now, that Winnipeg situation is still very much open, and within the last two weeks there have been more discussions going on, editorials in the newspapers and some discussion of it in connection with the current civil election, but it stands now in the position that the Government has committed themselves to going ahead, if the municipalities ask for it.

THE CHAIRMAN: Mr. Moffat, when the statement memorandum is filed could you have the correction made as regards Ottawa?

A Yes, I could do that.

MR. DAVIES: Mr. Moffat, what is the total population of the greater Winnipeg area that would be concerned in those proposals?

A Approximately 350,000, and the city is about 240,000 odd, I think.

THE CHAIRMAN: Then, cross-examination may proceed,

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Robert E. Moffat - McKenzie Cr.Ex.

- 539 -

THE CHAIRMAN: (Cont.) and this may be included as information about which Mr. Moffat might be asked.

DOCTOR MAYO: I just have one small comment on the computation of the Metropolitan Commission for Montreal, the Statute requires that the city controller is always one of the eight representing the city of Montreal on a Metropolitan Commission. The others are appointed by the city council, and they are not necessarily from among the city councilors.

A Thanks. I wasn't sure of how that was set up.

THE CHAIRMAN: Are there any further questions?

All right, Mr. McKenzie.

MR. McKENZIE CROSS-EXAMINES THE WITNESS:

Q I would just like to refer for the moment to Exhibit AE, the little red book which you have in front of you.

A This is the one here?

Q Yes.

MR. ROBISON: Could we have a copy of that?

THE CHAIRMAN: What was the page, Mr. McKenzie?

MR. McKENZIE: First of all, Table 13 on page 42. I think the easiest way to deal with this is to take the comparison of 1939 with 1951 which gives the two extremes. You will note that in item 7, Federal taxes, in 1939 Federal taxes were 11% of personal income, whereas in 1951 they were only 4% of personal income.

A Yes.

Q Provincial taxes in '39 were 5% of Federal income, or of personal income, and in '51 they were the same

Q (Cont.) figure?

A Yes.

Q Municipal taxes on the other hand were 6% of personal income in '39 and only 3% in '51.

A Yes, sir.

Q Is there any conclusion you would care to draw from that comparison?

A Well, the one conclusion that is pretty clear from it is, that municipal taxes, taking Canada as a whole, and I think it applies also to most of the individual components of Canada have gone up much more slowly than taxes in all of the other jurisdictions. Now, in part that represents the fact that in the 1930's up to 1939 income tax in this country was far too small a proportion of the total tax revenue being taken by the public authorities. The Rowell-Sirois Commission report was very strong on that. Too much of the public revenue was taken out of what they called regressive taxes, and not enough out of the kind of taxes that related to people's incomes. There has been a complete change in that sense, which accounts for the great increase on the Federal taxes particularly, which are basically personal and corporation income taxes. The second thing that it represents is the fact that the Provincial taxes to a very large extent are in a form which makes them a percentage of the retail selling price, and they have followed up, as the retail price went up, they followed up. Now, that isn't universally true, but in general that is the situation that has happened in the Provincial taxes,

A (Cont.) but in the municipal taxes being based on mill rates related to assessments, when the assessments were allowed to remain at their own levels they didn't come up in the same way that the other two did.

Q Do you think that it indicates that there may be some room for municipal taxes to come up?

A Well, it depends what your criterion is. If the criterion is that each one of these three groups of taxes should take roughly the same proportion of the total income that they did in the past, the answer is yes. I don't think that's quite true because I think there is a good case for saying that in 1939 the balance was out in the direction of having too big a proportion on the real property taxes; in other words, I agree with the conclusion of the Rowell-Sirois people, and there was a case for some correction. I am inclined to think that they have probably over-directed now, and have gone over on the other side a bit, but I am not going to commit myself definitely on it. As I mentioned, when this question came up the other day, anything that, any criticism of that sort would apply, whether we have a metropolitan area, or whether we don't have a metropolitan area.

Q That's correct.

A It is unaffected by the changes in the municipal boundaries.

Q Now, Table 14 on page 43 is a similar table, and again compares dollar amounts in '39 and '51, and

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Q (Cont.) shows percentage increases, and it shows much the same picture as between those two years, that Federal taxes have increased 699%; Provincial taxes, 272%, and municipal taxes only 95%.

A It is the same figure expressed in a different way. In one case it is the percentage which is taken out of personal income, and in the other case it is the percentage increase on the component items.

Q Now, this document goes on to state that two completely contradictory arguments have been based on these same figures. It is argued by some that the extremely large increases in Federal taxes together with the heavy increases in Provincial taxes have taken so much of the income of our people that the relatively modest increase in municipal taxes represents a burden which is completely unsupportable. It is therefore argued that some method must be devised to ease the burden of municipal taxes. That is obviously the thesis put forward by the municipalities. Now the contrary view is expressed here, it is argued by others that the increases in income taxes and in sales taxes which account for so much of the increases in Federal and Provincial tax impositions have now gone to such a point that no further increases are possible. It is therefore argued that if any further revenue is required for municipal purposes it should be sought through municipal taxes, mainly real property taxes rather than through further increases in income taxes and sales taxes. Now, you have dealt with that in part

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Q (Cont.) but what have you to say with this second argument?

A Well, all I can say is that when we wrote that page, we certainly said it as diplomatically as it could be written. I had a fairly substantial part in ^{the} writing of that particular page, and I think the last sentence sums it up pretty well. There is much truth in each of these lines of argument. I think that is the only conclusion you can come to. I don't think that you can honestly say that either point of view is completely true. As I said a minute ago, my own opinion leans a little bit towards the point of view that the country would be better served now, and the public would be more happy now if the next increases came on real property rather than on income taxes.

DOCTOR MAYO: You might be right in saying the country might be happier.

A I think they would. I think they are more opposed to income tax increases than to real property tax increases at the moment, and I think the economy of the thing would be better in that direction. Now, that is only a personal opinion. I don't think it counts for very much. You notice, I put it in terms, if there is going to be an increase, that is the less undesirable. I didn't say digressively that it should be done. If there has to be an increase, and you have to choose between those two, I am inclined to that side.

Q Now, in economic theory, if the mill rate continues to rise, ultimately the point will be reached where the rate of taxation really has the effect of

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Q (Cont.) resulting in expropriation, in other words the point is reached where the onus of paying property tax is so great that people will forfeit their opportunity rather than to continue to pay the taxes?

A Yes. You said, if the mill rate rises; I don't think it is confined to if the mill rate rises. It might come if the assessment rises also. I thought you were drawing a distinction there.

Q No, no distinction.

A Yes.

Q On the basis of mill rate and assessment, there is an economic point where taxation will result in expropriation?

A Well, there is an economic point at which the individual decides that it is better to let his property go than pay, the same way as in the income tax, you reach a point where the individual decides it is better to take life easy rather than to keep paying income tax.

Q Now, you have already drawn our attention to the fact that there is a definite relationship between the mill rate and the assessment in arriving at this point, but on the basis of 100% assessment, is there any mill rate which is generally regarded as the mill rate?

A No, not so far as I know. Again, I could give you some better detail in respect to the Winnipeg situation, and you have mill rates there running all the way from the low thirties to the high nineties,

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A (Cont.) reflecting an unequal assessment situation in the different suburbs.

Q Yes.

A And if you go into rural Manitoba you can get mill rates going up one hundred and twenty and one hundred thirty, reflecting its particular assessment situation. The prevailing rates, though, once you get over the middle fifties, people begin to complain in terms of their comparison with other areas, but I know again from work that was done on this Commission that there is some terrificly wide ranges in restricted areas.

Q Well, let us assume that we have an assessment where a mill rate say of 70 mills would have this result that we have been speaking of, and on the basis of that mill rate, consider that one municipal function such as, for instance Education has the right to requisition; I think the experience in many municipalities has been that the mill rate requisitioned for by education may have started out to be, say ten mills, and leaving sixty for municipal purposes, and then education jumps to twenty leaving fifty, and may ultimately jump to fifty leaving twenty, and so forth?

A Yes.

Q Now, against that situation you have got the position where the costs of municipal services and the demand for municipal services such as fire protection, policing, roads, sewers and so forth may be sharply increasing where the mill rate or revenue available for municipal purposes is

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Q (Cont.) sharply decreasing. Now, the Commission is faced with the burden of recommending practical measures which may be taken in the interest of ratepayers and citizens with respect to the financing of school and municipal matters. Perhaps to bring this out a little more clearly we can use an illustration; take the case of a family with a limited budget, limited earning power and the necessity of budgeting its funds for the various things which confront the family, would you say it was possible that a situation might arise where in order to provide for essential medical treatments, hospitalization of some member of the family that the educational needs of some other member of the family might have to be curtailed to some degree?

A Yes, it is possible for that to happen, but I think there are two points that should be watched in that connection. First of all, one of the School Board representatives the other day pointed out what they had done on the accounting in that respect, and that thing has got to be watched awfully carefully, because nearly all the accounts are set up in terms of crediting the utility earnings, and all that kind of thing to the municipal budget, and then allocating the balance as between the municipal and school costs, and of course, when that happens, and there is a fair sized earning in the utility side, it makes the balance of municipal expenses look as if they hadn't gone up very much. That happens in all the city financing statements as far as I am aware. Now, the only

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A (Cont.) way you can come back on that is to take gross; how much are the school Boards requisitioning, and how much is the municipality spending in total, in other words, what is the percentage increase, and if you look at page 38 and 39 of the same book, you see they attempt to deal with that point. In the total expenditures, and this is Manitoba experience, of course; the total expenditure increases, and then below that, the increase on the municipal Government's expenditures on education, and the increase on municipal Government expenditures on public works, and the public works expenditures have gone up by a greater amount in every case, I think then the education expenditures, if you are looking in gross total amounts being spent. Now, that doesn't prove that you don't get education, school boards being extravagant, as one of the Commissioners suggested the other day, but I think it does suggest that the practical operation of the thing is that they haven't done too badly; their expenditures haven't gone up proportionately much faster than things like public works and so on.

DOCTOR MAYO: This is from '39, Mr. Moffat?

A This is from '39, yes. Now, you are right on a point there, public works expenditures were lower in '39, consequently you have a certain amount of catching up, but if you take any other basis you won't be too far off from the same kind of pattern.

Q MR. McKENZIE: Do you think that these statistics here would probably represent a fair comparison with Alberta's?

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DOCTOR MAYO: This is from 199, Mr. Moffat?

A I don't know, I don't know. I have never looked at Alberta in that kind of detail. All I am saying is that the general conclusions, you have got to look at two things, you have got to look at the way those accounts are set up which is very tricky, and you have got to look at the gross amount that is being spent rather than the net amount which is finally taken into, published in the statements.

Q Making allowances for those factors, the fact still remains that in the case of the family, for instance down in these Ontario floods where a lot of possessions may have been lost, the necessity of replacing the capital goods may force a decision in a family, no matter how unpopular it may be that one child's education may have to suffer for the welfare of the whole family unit?

A And the question really comes down to whether you are going to have that decision go back to public discussions and elections between the campaigns for the school Board and the campaigns for the municipal council, or whether you are going to have it settled within the council, and when you get into a small community where the public is fairly conscious of what's going on, you can get a better discussion of that in the public than you can in a bigger area.

Q That is really the point that I am trying to make out, the place for the decision as to allocation of what funds there may be available. Now, Mr. Sheppard of the Public School Board, I believe

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Q (Cont.) it was, pointed out the necessity in the minds of the School Board of building substantial schools that would be good schools and would last.

A If I could just refer back, you would get the same kind of an opinion from the engineers as to the necessity of building paved streets, and whenever you get them on that discussion, you get those same arguments exactly.

Q Well, that's the very point that I have in mind; there may be an equal necessity for providing, say adequate health services, or adequate welfare services, or adequate sewage and water services to providing the best in buildings for school purposes. Now, going to the point where that decision should be reached, with the system of requisition, the School Board which is faced with the problem of providing only facilities for education honestly comes to the conclusion as to what the needs of education are, and requisitions for that amount. Now, the School Board can't from its function be aware of the details of the need, say, welfare, or public works, or things with which it is not concerned, apart from the general knowledge arising from living in the same community. Now, under those circumstances, going back again to our terms of reference, we are to recommend any practical measures which may be taken in the interest of the ratepayers and the citizens generally with respect to administration and financing of school and municipal matters. Do you consider that there would be any advantage in having the budgets of all things which are

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Q (Cont.) required in this community being submitted to one over-all authority for apportionment prior to administration by the local units concerned?

A I think the answer is no. I think there would be an advantage in having them discuss the thing and getting all the considerations and facts, but the experience seems to be in the communities all over the country have come pretty well to the same conclusion that you have to wait a little bit in favor of education, that you have to give education a little bit of an advantage on getting itself looked after in that respect, and that is reflected in this requisitioning thing which may sometimes give them a little too much bargaining, but I don't think it is a community matter. It is advisable to tie education down tight to being just the same as any other service, education is a little bit different, and it has always been in this country.

Q Well, taking the analogy of the Provincial Government where you have the Cabinet and several departments, the Department of Education doesn't have the right of requisitioning for such funds as it alone requires?

A No. I say, it, in some places it gets a little far over, but I think there has got to be some kind of a weight in that direction, particularly in the local Government. I think it is reflected primarily in the fact that it has been working this way for a long time, and it worked pretty well. That indicates that that kind of thing

A (Cont.) was thought to be necessary in the beginning and is thought to be necessary to continue it. No Commission has ever dealt with this thing except the counties which has been set up here which has only been tried in a few areas, has gone over to the other point of view.

Q Now, something I do not know in this connection is how general this system of requisitioning is, do school boards, for instance requisition on a municipal council of Toronto, Montreal, Winnipeg?

A Yes.

Q And so forth?

A Yes.

Q It is the usual practice, is it?

A Yes, it goes back. As far as I know, it goes back to the old situation where the needs of a uniform education system, that is as far as curriculum is concerned; was considered to be absolutely paramount if you were going to build up a unified state, and the central government in England and it carried over into New England too, insisted on taking control of curriculum. They felt if they gave the control to the cities of financing, then there would be trouble and they would have the individual municipalities trying to interfere with the curriculum, in order to try to avoid that difficulty they jumped straight from the central government dealing with curriculum to the local government committee spending the money on requisition. I think the roots of the thing lie in that kind of a situation, it has pretty well been carried

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A (Cont.) generally through all the countries of North America based on the pattern of England. Now, the strange thing is, England in the meantime has gone back the other way. Apparently they have come to the conclusion finally that uniform nation wide control of the curriculum-- the Chairman probably knows this story better than I do; has now been achieved to the point where it is more important to emphasize this balancing aspect you are talking about, and some of the Commissions in England have swung it back the other way, but not in North America so far as I am aware.

Q As I understand the history of education in this province, it hasn't always been thus; originally we had what we call collecting school districts which levied, imposed and collected their own taxes?

A Yes, but they were independent of the municipalities though, they were never --

Q Completely independent of the municipalities?

A They were never just one piece of the municipality. That is the basic point.

Q And then, largely to facilitate collection of taxes and obviate duplication of costs this present system was adopted?

A That's right, but they never have been just one part of the municipal government, like public works and welfare and so on, but have been independent.

Q One reaches the Provincial level before you find that?

A That's right.

Q Now, turning to a different subject, the three best metropolitan illustrations which you have given us were,

Q (Cont.) Toronto, Montreal and Winnipeg; at least, they are the three principle ones you have mentioned?

A Yes, sir.

Q And in each of those cases, as I understand your remarks, there is a metropolitan Commission with general powers over certain specific subjects which are enumerated?

A And, I think also in each of those cases there is the underlying thought that it is too bad we had to come to this, that we didn't do the other a little sooner, but since we didn't do it sooner, this is the best we can do. I think there is that in all three of those, that's why the other illustration of Hamilton, Windsor and Ottawa are very short, because the thing is well dealt with, and there is no great competition and you get a very short story, because everybody is reasonably well satisfied.

Q In other words, Toronto, Montreal and Ottawa are the place where there is the Federal sort of decision of power as between a metropolitan Commission and local self-government with residual power with the other three --

A No, I think you stated them the opposite way, Toronto, Hamilton and Windsor are the ones where it was dealt with on, putting them all in together, and Montreal, Toronto and Winnipeg are the ones where they had this Federal kind of thing.

Q Yes, and on the basis of those illustrations your conclusion is that the extension of one municipality with absolute power throughout is the best conclusion

Q (Cont.) : to try here?

A The best conclusion to try here, yes, and the conclusion which has worked out most satisfactorily with the least complication wherever it has been put in, and any alternative has only been put in where it was, for practical purposes impossible to do the over-all job.

Q Now, if the city boundaries are enlarged as the city proposes, how well ^{repeat} a problem of fringe areas be met, or best met?

A Well, it wouldn't be met completely. You will have to have a repeat problem eventually. The question is one of how long, but a lot of it can be avoided or delayed by a good strong regional planning and subdivision, and development control body of some sort with authority going out a fair distance outside the city limits.

THE CHAIRMAN: Mr. McKenzie, if you don't mind, we promised the Reporter a break at eleven, and I would be glad if you would postpone --

MR. McKENZIE: This is an opportune moment for the break, sir.

THE CHAIRMAN: Yes, thank you. We will have a ten minute break.

(At this point the Commission was adjourned for ten minutes and reconvened.)

THE CHAIRMAN: Are you ready to carry on, Mr. McKenzie?

MR. McKENZIE: Yes. Donald McKay, the mayor of Calgary appears to be the author of a document entitled A Review of the Past and Recommendations for Better Provincial Municipal Relations, have you

Robert E. Smith - January 1, 1942

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Dear Mr. Smith:

The first consideration in the matter of the
construction of the new building is the
fact that the building must be able to
house the entire staff of the
Department of the Interior.

It is therefore necessary that the building
be of sufficient size to accommodate
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Q (Cont.) seen that document at all?

A No, I haven't.

Q Well, it doesn't particularly matter. There's just one statement in Mr. McKay's assessment here that I would like to ask your views upon. He says, "When the cost of purchase, maintenance, operation and taxation levied against a home come very close to prevailing rental figures then the old argument of the value of home ownership comes very much to the forefront, we are dangerously close to that mark now".

MR. DAVIES: What is the date of that document, Mr. McKenzie, please?

MR. McKENZIE: It was a special Dominion Day address delivered to the 15th annual conference of the Canadian Federation of Mayors and Municipalities; I beg your pardon, that is not correct. The letter of transmittal to the Department of Municipal Affairs^{of} this particular document is August, 1952. Two things that I just wanted your opinions on; he says, we are dangerously close to that mark now, and secondly we must evolve ways and means of continuing with our respective responsibilities without irresponsibility saying, charge it to the mill rate. First of all, how close in your opinion are we to that mark, and is there anything in the mill rate which need not be there, more or less?

A Well, I don't know what this has to do particularly with the question of moving the boundaries from one area to another. As I said before, this

(1) The first thing that I noticed when I stepped out of the plane was the cold air.

It was a relief after the warm air of the plane.

Well, it wasn't exactly a relief, but it was a change.

I had heard that the weather was bad, but it wasn't as bad as I thought it would be.

I was told that the flight was going to be a smooth one, but it wasn't.

The plane was shaking and the pilot was telling us to brace.

I was told that the pilot was a veteran, but he was a rookie.

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I was told that the pilot was a veteran, but he was a rookie.

A (Cont.) kind of discussion applies whether the boundaries are here or there, but setting that aside for the moment, the test, I think is the right test, when does the cost of owning a home, including taxes, interest, amortization of the cost and so on, when does it come close to the prevailing rental for a corresponding type of house, that is the test, I don't think there is any question of that. Now, I think the evidence is that most people are inclined to purchase homes yet rather than rent, if they can possibly do it. The new housing areas are all developing in terms of home ownership rather than in terms of rental. Now, on the mill rate question, I don't think I have any comment except to say that it is a little dangerous to talk mill rate only rather than total tax on a given property, in other words, if the assessment is kept dragging twenty years behind as they are in some cases, some cities; not this one, then the mill rate can look kind of foolish, but if the assessments are kept reasonably well up to date, then your mill rate doesn't get so far out of hand.

Q Our problem is not just simply one of whether we will extend boundaries or not. Tied in with the problem are form of government within the boundaries, whatever they are.

A That's right.

Q And secondly if we are trying to cure the cause of fringe municipalities, what can be done; and one suggestion that has been put forward to us is

A. (Contd.) Kind of discussion appears whether the

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Robert E. Moffat - McKenzie Cr.Ex.
- Steer Cr.Ex.

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Q (Cont.) that low cost rental housing municipally or provincially subsidized might be a factor which would enable people to develop their housing within the city rather than beyond the city, and in that connection, Mayor McKay in the same address says, "Present day construction costs in Western Canada, more particularly in the Province of Alberta have risen to the point where a low rental scheme is almost an impossibility without subsidization". He goes on to say, "No one is interested in entering the field that normally belongs to the field of free enterprise, but unless some constructive action can be taken to keep living accommodation developing for the low income group we are faced with people living in the very poorest of facilities despite the greatest extended economy that this Province and the country have ever enjoyed". Have you any suggestions that might be of help to us in knowing what is being done in other metropolitan areas about ^{low cost} housing fields?

A No, I haven't done really anything at all on that question, except straight newspaper reading, which any citizen intends to do, but I couldn't tell you anything useful on it, I don't think.

MR. McKENZIE: Thank you, that's all.

MR. STEER CROSS-EXAMINES THE WITNESS:

Q Could I ask Mr. Moffat a question or two, Mr. Chairman?

THE CHAIRMAN: Yes, Mr. Steer.

Q MR. STEER: Mr. Moffat, I understand that before you made your report, before you came here you toured

Q (Cont.) the city and had a look at the various districts?

A Before, and since.

Q Before, and since, and still?

A Yesterday was the closest I got to the area you are interested in, yesterday afternoon.

Q I am glad that you know. You know the area of Beverly bridge?

A Yes.

Q That goes across the river to the east?

A Yes.

Q And you have seen just to the north-east of that bridge?

A Yes.

Q Is the celanese plant?

A Yes.

Q And directly east of the celanese plant, and in the City limits is the packing plant area; have you seen the packing plant area directly west?

A Yes, I was through there yesterday, yes.

Q And you noticed that in between those two areas there is what might be called agricultural land at the present time?

A Yes.

Q And in addition, of course, there is the industrial area which extends through the Municipal District of Strathcona to the south and west of the celanese plant?

A That's right.

Q Is it not?

A Yes.

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Q The statement I am interested in, is the statement you made on Friday when you said that the industry follows the river east of the city, I believe you said that?

A Well, I said it, but more or less echoing something that has been said by people a lot more experienced in that sort of thing than myself.

Q Yes, but you noted that and you made it as one of your statements?

A Yes.

Q And this industrial area in Strathcona including the Celanese plant and the industrial area in North Edmonton which I will call the packing plant area are in, you might say, de facto industrial areas?

A That's right.

Q They are in there and there isn't much we can do about it?

A That's right.

Q And as I understand your recommendation, from your brief, it is to combine the Edmonton area as it stands now with Beverly and Jasper Place, that is a minimum at least, is it?

A No, the present brief says if that's all that is proposed, it is not satisfactory.

Q It is not satisfactory because you must also have this industrial area?

A That's correct.

Q To increase the assessment so that the additional cost will be paid, is that right?

A Well, in a very brief way, yes, that's right.

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Q Yes. You are prepared, I think to go further than that, actually, and you want the boundaries of the city extended beyond the present industrial area in Strathcona, you would want the --

A Yes, I think beyond it to give some control over the fringe development.

Q To control fringe development?

A Yes.

Q Now, in view of the fact that we have these two de facto industrial areas, would it be correct, would you say it would be correct to say that this area between the two, that is directly west across the river from the Celanese plant, ought also to be industrial area?

A Well, it is zoned green belt now, as I understand it.

Q Yes, I realize that.

A My look at it both on the map, and on, just driving through in the area would lead me to think that if there is any proposal for industry to go in there, any chances of getting it rezoned might be fairly good, but that is a question that would have to be left to whatever authorities are responsible for that in the final outcome.

Q Yes, correct, but what I want to get Mr. Moffat, was your view, and I take it you concluded that it ought to be industrial area?

A Oh, I wouldn't go that far. I would say there is a good argument particularly on the north side of the track for --

Q Yes.

A For industrial development.

Q Yes, and you feel that way because of the facilities that are available there, is that correct, in part?

A Yes, yes, it looks like a natural extension.

Q You saw the railroad that runs directly past the south edge of the property?

A Yes.

Q And were you aware that there is also a gas line that runs through the centre?

A I didn't know it was through the centre. I knew there was a gas line through there fairly close.

Q And in addition to that it is close to the river?

A Yes. Well, the point was discussed a couple of times last week in terms of the differential in the tax rate on the south side and north side as being one important consideration in moving industry across that bridge half a mile or so.

Q Yes.

A But other than that there wasn't too much advantage on one side of the river as against the other.

Q It would of course, contribute to this question of increasing the assessment to help pay for the cost of this recommendation that you have made?

A Oh, if that area was taken in and if that area developed as an industrial area, yes.

MR. STEER: Yes, thank you.

MR. DAVIES: Mr. Steer, just to pinpoint the property of your clients, is this property of your clients between the new Beverly bridge and the recently constructed Belmont Drive-In Theatre?

MR. STEER: The Belmont Drive-In Theatre I think is east of the river, sir. I am not at all sure.

Q The identification of the person who
Q Yes, and you feel that way because of the person

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MR. STEER: (Cont.) I have seen the screen, but I have never been there.

MR. DAVIES: The Belmont Drive-In Theatre is on this side of the river and it is at the terminus of the road that is called the Belmont corner that goes towards the river from the Fort Saskatchewan Trail. There is a shooting range, a small shooting range down in there just below where the Belmont Theatre is, the Drive-In.

MR. STEER: I am afraid, Mr. Davies, I can't pinpoint it that way. I could say this, that the railroad, the C.N.R. railroad that runs directly east from the city crosses a bridge just beside the chemical plant, and the property I am interested in is on the west bank of the river directly north of that bridge. I have a map, sir, if you want to take --

MR. DAVIES: Well, that answers it now, because it is between the two points.

MR. STEER: Roughly it extends from the river bank towards the west. It would be a mile and a half perhaps, and then you get into Mr. Williams property there, which borders on 50th Street, which is the boundary of the city.

A I think I made it clear, but maybe I should repeat that I am not expressing any opinion as to whether or not that should be zoned industrial but I am saying it, it is something that could be looked at, and would be looked at by whatever authorities dealing with it.

MR. McKENZIE: Sir, I have one question arising out of

...which is the
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MR. McKENZIE: (cont.) what Mr. Steer asked about. The availability of two railroads is an important factor in the location of industry, is it not?

A Oh, very important, for certain types of industry particularly.

Q MR. McKENZIE: With the availability of one railroad only?

A Yes.

Q MR. McKENZIE: That might be a factor in industry locating to the south and east of the river rather than to the north?

A That's right.

THE CHAIRMAN: Mr. Hawkins?

MR. HAWKINS CROSS-EXAMINES THE WITNESS:

Q Mr. Moffat, I believe it has been stated that the assessment of the City of Edmonton is ^{not too far out of} balance with regards to the industrial, commercial and residential, is that right?

A Yes. I think I said not too far out, but we had quite a discussion about it.

Q Well, that's not --

A That wasn't too far out. The thing that has impressed me particularly since that is the way it is getting further out.

Q That is not too much of a problem at the present time?

A It hasn't been in the past too much of a problem, but it is going the wrong direction.

Q Well, then, would you tell us exactly what is the real problem for the City of Edmonton at the present time in asking for this annexation?

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A Well, the two. That one which is being aggravated quite rapidly in the last few years, and looks as if it is being continually aggravated, and secondly the fact that the available areas are practically all fully occupied, and that, to have more room for growth it is going to have to have further residential areas, and as those areas grow up as residential areas it becomes even more important that they have the tax based on the industrial along with the residential which is coming in.

Q Now, I don't think, does your brief cover the problems in Jasper Place and Beverly, ^{are} they in your terms of reference for making out your brief?

A No, my terms of reference so far as they were specific at all were to analyze these things from the point of view of the city, and from the point of view of the area as a whole, while Jasper Place and Beverly make their own analysis of their affairs.

Q Well, in your investigation of the situation, what would you say were the problems of Jasper Place and Beverly, the main problems they were confronted with?

A Well, theirs is primarily an assessment question combined with the very high children population which is showing up in the schools, and in the case of Beverly the problem of the traffic on that main street right through the Clover Bar bridge.

Q So that the problem of Jasper Place and Beverly is mostly finance?

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A Mostly finance, yes, and co-ordination and development and so on later, particularly tying in of public utilities, but mostly finance, yes, I think so.

Q And the real problem of the City of Edmonton at the present time is elbow room rather than finance?

A Well, both.

Q Well, mostly elbow room at the present time?

A Well, both. The finance is, the last few years especially, has got over pretty far to where the residential area there and the provision for services for employees and their families where the employees are in plants that are paying their assessment outside. It is big, there is no question about that.

Q Now, you also stated that the City of Edmonton wouldn't be interested in this amalgamation if the cost to the city taxpayer^{was} appreciable. I think when you were talking to Mr. Harries you suggested maybe two mills, and over that you would call it too undue?

A No, I don't think I said two mills, I said four.

Q He said four mills and you said four mills would be undue?

A Yes, that's right. I said four mills would be undue, but I don't think he got me tied down from there down to zero.

Q Well, we will say anything under four mills. Now, have you investigated what the tax increase would be in Jasper Place and Beverly, and in the two portions of the M.D. of Strathcona, that is first

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Q (Cont.) the portion that will be taken in and secondly the portion that will be left out?

A The tax increase?

Q The tax increase.

A Beverly and Strathcona looks like a small decrease; not Beverly and Strathcona, Beverly and Jasper Place looks like a small decrease. The area of Strathcona which would be taken in would be an increase. Now, I haven't got enough information on how those assessments worked out, but it would come up on the new assessment at roughly the city mill rate as against the present assessment of twenty five mill rate.

Q Yes, that's right. What about the area of the M.D. of Strathcona that will be still in the M.D. of Strathcona?

A The increase there would be something less but still --

Q But there would be a considerable increase?

A Well, what is considerable? I am not sure. It would be an increase, but would still leave them as far as I can see it quite a bit lower than the other M.D. in the area, but there would be an increase up. If you take it in these terms, they are down here now and everybody else in the area is up here, and they come up somewhere in between. Just how high, I don't know.

Q Would you say, losing a twelve million dollar assessment that the increase on the farm portion of what is left of the M.D. of Strathcona would be considerable?

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A Oh, yes, well, yes, but it still wouldn't be up to the other M.D. surrounding it. It would still leave it below that.

Q Now, to get back into that area which the city wants to annex, you say the increase in there, there will be an increase in that area?

A Yes.

Q In other words the industrial plants in the M.D. of Strathcona will be asked to pay a higher portion of taxes than they are paying now?

A Presuming that their assessments are reasonably close, which I think they are, then the answer is yes, but we will have to do more work on the assessment level. I think the answer is yes.

Q Well, we are on a twenty-four mill, twenty-five mill rate now and the city is fifty-eight.

A Fifty-eight?

Q Fifty-two.

A Fifty-two.

Q But anyway, it looks like, if the assessment stays the same the taxes will be double?

A Yes, if the assessment stays the same.

Q Now, we have heard it said from people that should know that the taxes on industrial property in Alberta are higher than the same plant would be say down in Ontario or Quebec, and in addition to that they have the heavy freight rates out here. Now, don't you think that if this goes through that you are going to stop industry coming into the Province of Alberta especially in that area?

A Well, I think you have to separate out half a dozen

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A (Cont.) of those great big plants as against the ordinary rank and file of business and residential, agriculture. There may be a case for doing something special for a few of the big plants, and if there is, it is a case of doing something for them in Alberta, not just in the east end of the city of Edmonton, and that may have to be looked at, but as far as the rank and file of ordinary business is concerned the small industrial plants out there, and the agricultural land and the residential out in that area, then surely the measure is, what would they pay if they were in some other part of the general area surrounding Edmonton, and if they are way down here below and everybody else is up here, and they come up into line, it is not unreasonable.

Q Wouldn't the easiest solution be to leave them where they were?

A It would be the easiest for them, yes, but that doesn't solve the problem for the areas --

Q Well, don't you think that industry will follow industry to get a lower rate of taxation, don't you think that's true, they will congregate together to get a higher assessment and naturally a lower mill rate?

A Yes, but that doesn't prove that it is a good idea.

Q No, I'm not saying it is a good idea, but it is a good idea economically and for the industry?

A Oh, yes, from the industry point of view, yes.

Q Well, don't you think that's --

A Well, it is also, I think essential that the community make sure that it doesn't ask other taxpayers in the community to subsidize particular industries by providing services for that particular industry that ought to be paying its share.

Q Well then, you say that, what you are saying now is that industry is not paying its full share of the services rendered by the whole community?

A Some of these industries in there apparently not, yes.

Q Now --

A Some of them may be, as I said before, there are a few of them that need special looking at, but the area as a whole it is apparently not carrying its weight because the school and the other services are being provided somewhere else.

Q Now if this amalgamation goes through as suggested by the City of Edmonton, who would you say would get the best benefit out of the deal that is being made out?

A You mean the residents of which areas?

Q The residents of which areas?

A Jasper Place and Beverly.

MR. ROBISON: What was the answer?

A Jasper Place and Beverly.

Q MR. HAWKINS: And yet Jasper Place and Beverly, I shouldn't say Jasper Place at the present time, but Beverly has gone on the record as opposing amalgamation, and from what we hear Jasper Place have also been seem to be opposing amalgamation?

A Well, we will have to talk, we can hear briefs on that.

Q Well, forgetting about Jasper Place, but Beverly, Mr. Payne's brief definitely stated that they opposed complete amalgamation?

A Well, you heard the examination there. It stated that, the discussion didn't clarify exactly what it was that they wanted to keep out.

Q In other words if they could ^{get} financial assistance of some kind they wouldn't be interested in amalgamation with the City of Edmonton, they would rather retain their own economy?

A Yes, I think that's true enough. If they can get the finance, the money, I think that's only natural. Anyone will take that position if they can. Now maybe I overstated for the purpose of public discussion in this thing. Maybe I should go back a little. You asked me who would get the most benefit, ^{and} I said Jasper Place and Beverly. The most immediate benefit to the residents at the time, but the longer benefit to the city is therefore far more important over the whole developed area, and the long run history of what's likely to happen to the city, but the immediate, the quick short run benefit will be heaviest in Jasper Place and Beverly.

Q But would there be any benefit actually to the industry itself?

A Which industry?

Q The industry that is out there, they would have no benefit?

A Yes, they would have some benefit, yes. They would have presumably a better arrangement with the City Fire Department, they will have a better arrangement with the City Police Department if they

A (Cont.) want. They will have the right to call on the City to provide them with some kind of sewer and water arrangement which seemed to be appropriate for the area. They will have the right to expect the city to do a little more about roads in that area and that kind of thing. Whether that will be great enough to help balance off the dollars that they would have to pay is another question, but this thing can't be approached entirely in terms of what the industry would like.

Q Well, that's true, but you were referring to the things that industry would benefit by, would they benefit by those by remainingⁱⁿ the Strathcona M.D.? The Strathcona District is gradually getting those things that the industry wants.

A Well, they could get some of them that way, but they can't get a fire Department to what they can get downtown, for example, and the history of other areas is that as soon as a community starts to get those kind of services from a rural municipality, there is always a cleavage develops. Between the area that is getting the services and paying the taxes and the rest of the municipality, and all kind of difficulties and troubles develop. Now, how long that goes on is hard to judge.

Q Well, the main points I wanted to get at was this taxation problem. I think you have said that the taxes for both parts of the M.D. of Strathcona, that is the part that will go into the metropolitan area and the part that will remain out, in both cases those taxes will increase?

A Yes, there's no question about that. It is a question

A (Cont.) of how much is indefinite, and the question of them still being below the prevailing rates of the general area which would be pretty clear.

Q Now, you stated before that the city would not come into this scheme if it was going to make any large increase in taxes?

A That's right.

Q Don't you think it would be fair to say that the city wouldn't go in if it made a large increase in the part of the area that it would be going in?

A Oh, no, you can't do these things on the basis of parts.

Q But the city say they won't go in if it is going to make an increase in their taxes, but they say they will go in if it means making an increase in somebody else's taxes.

A Yes, I think that's right.

Q So the city are taking a very selfish attitude?

A Well --

MR. BLACKSTOCK: I don't think that's a proper question to put to the witness.

MR. HAWKINS: Pardon me, I am trying to get at --

MR. BLACKSTOCK: You are asking him if the city is not adopting a very selfish attitude. Why should Mr. Moffat be called on to answer a question like that.

MR. HAWKINS: Pardon me, then, I am sorry.

MR. BLACKSTOCK: I might now ask him, don't you think the municipalities are adopting a very selfish attitude, and I would be probably reprimanded if I did so.

THE HOUSE OF REPRESENTATIVES

WEDNESDAY, JANUARY 12, 1910

REPORT OF THE SELECT COMMITTEE ON THE CONDITION OF THE ARMY

IN RESPONSE TO A RESOLUTION PASSED BY THE HOUSE OF REPRESENTATIVES

ON JANUARY 12, 1899

BY THE SELECT COMMITTEE ON THE CONDITION OF THE ARMY

COMPOSED OF

MR. C. C. BRANNAN, CHAIRMAN

MR. J. H. CLARK

MR. J. H. CLARK

MR. J. H. CLARK

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MR. J. H. CLARK

MR. HAWKINS: Pardon me, we would answer that question.

MR. DAVIES: Mr. Moffat, while we are waiting for Mr. Hawkins, can you tell us if you are familiar with the tax arrangements that are made in the petro-chemical and industrial areas in Sarnia?

A No, I am not. It has struck me several times that it would be well worth while finding those kind of things out. Not alone Sarnia, but some of the arrangements in Toronto and on the east side of Montreal.

MR. DAVIES: Have you access to that material?

A No, I haven't, and I don't even know where one would start in trying to get it.

MR. DAVIES: I am sorry Mr. Hawkins, I didn't mean to interrupt you, I just wanted to have that information on the record.

MR. HAWKINS: Our assessor says, Mr. Davies that we will include most of that information in our brief, our final brief that we are going to present to the Commission. It will be a comparative study of the assessment and taxation in our area and the industrial areas of the East.

MR. BLACKSTOCK: These things that have been mentioned?

MR. HAWKINS: Yes. Where we have the information.

We have a lot of information where we have companies that have plants in these eastern places, and we have been given by those companies quite definite information covering comparative approaches.

MR. DAVIES: Mr. Chairman, we have here two representatives, if I remember rightly in that area; would it be out of place at this stage to ask, since their

MR. DAVIES: (Cont.) briefs have been put off until the week of November 22nd if they are making any special submissions in respect to the question of taxation and the adequacy of existing legislation to deal with taxation in that area in the event that that area or any part of it should be taken into a metropolitan area of Edmonton?

MR. MATHESON: I might say, Mr. Chairman, I have no instructions as yet at all. Actually, just listening to information to see whether there is any necessity for us to make a presentation. I would be glad to put the question that Mr. Davies has asked to the people.

A It struck me in that regard, sir, that Toronto has been through this thing in a pretty complicated way just recently. They have had a complete re-assessment there as a result of the metropolitan set-up, either the new assessor for metropolitan Toronto might be able to provide something, or it maybe that somebody should go down and interview him and present some kind of a report to you, but we hadn't time to do anything of that sort.

MR. ROBISON: Mr. Hawkins, I would like to go back to just clear a point up, maybe I am confused, but it seems to me that you asked Mr. Moffat something about Beverly being opposed to amalgamation. We haven't the transcript here, but the note that I have made was that, was as follows, that Mr. Payne said the majority favored amalgamation on some basis but people would not want to surrender all their responsible power, they would want some form

MR. ROBISON: (Cont.) of local government. In other words to say that they, to intimate that they were opposed to amalgamation is not quite correct, I think. What was your --

MR. HAWKINS: Pardon me, I am going by what I read in the newspaper about it. I didn't hear all of Mr. Payne's brief. I didn't have a copy of it, but I am quite sure that it said they opposed amalgamation.

MR. ROBISON: I whispered to Mr. Blackstock here, and I think he agrees with what I have just said.

MR. BLACKSTOCK: I remember it.

MR. DAVIES: Yes, there was no blanket opposition to it, but the majority favored amalgamation, and I think he repeated that, on some basis, but that the people would not want to surrender, they would want some sort of local government.

THE CHAIRMAN: Yes. The main difficulty, Mr. Hawkins, was that they feared that they would not be adequately represented in a metropolitan council, that's the main feeling.

MR. ROBISON: They wanted to protect themselves.

THE CHAIRMAN: Yes.

MR. BLACKSTOCK: Mr. Hawkins --

MR. HAWKINS: Well, what I might say is that the attitude of Beverly, that they were not completely in favor of amalgamation, put it that way under this present plan.

MR. ROBISON: Well, as I remember it they didn't say that. He was quite specific as far as I am concerned, and he said the majority favored amalgamation on some basis. Now, I didn't; now

MR. ROBISON: (Cont.) possibly is not the time to pursue exactly what Mr. Payne was getting at, but he made that statement.

MR. BLACKSTOCK: Mr. Hawkins, Mr. Payne was asked when they present their further briefs to clear up the apparent inconsistencies in their existing brief.

MR. HAWKINS: Yes, I remember that.

MR. BLACKSTOCK: So that possibly when he comes again you will be able to cross-examine on those points.

MR. HAWKINS: Well, that's all I have to ask Mr. Moffat now. I believe that we will have the opportunity of cross-examining him later on when the city puts in their final brief?

THE CHAIRMAN: I expect so.

MR. ROBISON: When is Strathcona going to put in that preliminary brief? Is there anything further?

THE CHAIRMAN: Well, the preliminary brief we have, but they propose to put in a more extended brief at the next sitting.

MR. ROBISON: Nothing more in these sittings?

THE CHAIRMAN: No, that's right is it not?

MR. HAWKINS: No more at this session.

MR. MOFFAT: But they are still coming up for cross-examination?

THE CHAIRMAN: Oh, yes, Mr. Hawkins understands that. Yes, Mr. Garside?

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q I would just like to clear up a few questions which have come to my mind since you were under cross-examination, Mr. Moffat. To try to make it clear

Q (Cont.) to the Commission what your attitude is with regard to some of those questions, taking into account the statements in the brief that you presented. Now, the first point that I would like you to clear up is this point in the brief that you submitted, or that was submitted by the Mayor; there is a serious dislocation of municipal taxes in the areas. Now, I would like you to make your explanation of that as clear as you can, what is the serious dislocation of municipal taxes in this area?

A The exhibit on the assessments which showed the residential item in this area approximately 58% of the total, I believe. It is 56% if you take the single family residences and multiple residential, and then in addition there is commercial residential which is half and half, and the vacant land part of which is also in residential areas, so that it comes to roughly 58% of the city assessment in the residential category by way of comparisons we have collected as many as we could get of the other cities in the meantime, and the first one I would mention is the Ontario Municipal Board report, page 18; the City of Toronto is 43% residential as against approximately 58% residential here, and in addition to that, an article in the Financial Post which gives the breakdown of the new assessments in the metropolitan area of Toronto.

MR. DAVIES: The date of the paper, please?

A Yes, just as soon as I can find the article. I had it here. August 15th, 1953. They have a table

A (Cont.) which I think might be wise to get copies of made to submit as an exhibit showing the breakdown of assessments in each of the municipalities of the area between residential, commercial and professional, industrial and other. Now, they show the suburbs with the big proportion representing residential, but the ratio that is here in the City of Edmonton of 58% is certainly much overweighted on the residential side by comparison with the other cities that we have been able to get. Now, over the weekend also I have written to Vancouver, Winnipeg, Hamilton, Windsor asking for corresponding information. We would put that in too as soon as it becomes available, but the general impression from these figures seems to be quite consistently that the cities are operating somewhere around fifty-fifty, whereas Edmonton is up to 58% residential now and is going further in that direction.

Q Are you satisfied that there is a trend to go further into residential property rather than into business in Edmonton?

A Oh, in Edmonton it is very clear. I quoted the other day the new building permits figures which are in the eighth month report of the Commissioners, and there is, as I call a figure of something like \$25,000,000 residential for each of the last two years, and around six million, or maybe seven million commercial industrial within the city limits, so it is very fast going in the direction of bigger proportion residential.

MR. HAYES: What would be the figure on Winnipeg?

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A I wrote to the city treasurer in Winnipeg and asked if he could give it to me. I don't have one of the annual reports of Winnipeg with me.

MR. GARSIDE: What have you to say about the situation in Jasper Place with regard to that business proportion and residences?

A Oh, it is much much greater. I don't have the exact figure on it, but the proportion of residential areas there is very very much greater than it is in the city.

Q So far as Jasper Place is concerned, is there any reasonable hope of industry catching up in proportion with the residential?

A No, not in catching up, although there is some industrial possibilities on the north side there which we have heard about a couple of times. The most optimistic thing is that they might be able to avoid getting any worse, but I would say that would be pretty optimistic too, even to go that far with it, but they are so far now out of balance that; it is one of the most extreme cases that anyone would find, I would imagine.

Q What about the situation in Beverly?

A Beverly is not quite so far over, apparently, or relatively. There is a bit more industrial along the rail line there, relatively, but not very much better.

Q What is the proportion in the Municipal District of Strathcona?

A Well, it is completely the other way. Roughly \$22,000,000 total assessments of '53 on the tax rolls, and approximately thirteen million of that

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A (Cont.) is industrial. Now, those figures are not definite, but that would put the industrial almost 60%, and then the balance is not residential in the ordinary sense of the word. The balance is largely farm lands which is producing income anyway, although it is also producing families along with it.

Q Now, you also state in your brief that the opportunity of the Commission of recommending adjustments in the area will prevent a great deal of waste and unnecessary expenditures in the future. Would you mind explaining what was in your mind in that connection? You recommend that the Commission, or at least you suggested the Commission make recommendations --

A Well, there are two --

Q As soon as possible.

A There are two aspects of that. One is the co-ordinated extension program on the utilities. If put into effect immediately would allow sewer and water to be extended down, particularly in this south-east corner here on an integrated scheme which would be much cheaper and more satisfactory than if an attempt was made to build it up separately. Secondly the over-all scheme with fairly tight control on new development would make it possible for the area as a whole to concentrate on development in those parts of the area where services can be most easily made available instead of having the area develop on a fringe settlement, small holdings kind of thing, and then suddenly come in and demand services afterwards, and have to install their sewer and water and so on in an already built-up area rather

A (Cont.) than putting them in first when the area is still open, and it can all be done at once. Those are the two particular I was thinking of.

THE CHAIRMAN: Mr. Garside, have you many other questions?

MR. GARSIDE: Yes, I will be about fifteen minutes, I think.

THE CHAIRMAN: Well, then, you will have no objection to waiting until to-morrow at ten?

MR. GARSIDE: That's all right.

A Mr. Chairman, one thing here, Mr. Sheppard had to leave. He has left with me extra copies of the School Board Annual Reports to be turned in.

THE CHAIRMAN: Thank you. Yes. Mr. McGruther, can you tell us the number?

MR. McGRUTHER: 41E.

THE CHAIRMAN: 41E.

A I might just for the sake of putting it on the record, there's only one copy of 1952 here. He wasn't able to find any more. There are several copies of the other years.

THE CHAIRMAN: Yes, thank you very much. This will be resumed to-morrow at ten, Mr. Moffat, and Mr. Hawkins could you be in attendance and be ready for your cross-examination at the conclusion?

MR. HAWKINS: Yes.

THE CHAIRMAN: Then we will adjourn until two p.m. today when we shall have the briefs of the School Boards beginning with the Beverly, and going then to Clover Bar and then to West Jasper Place.

(At this point the Commission was adjourned until two p.m. this same date.)

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Robert James Scott - Presentation of brief.

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PROCEEDINGS AT 2:00 P.M.

THE CHAIRMAN: Now, Gentlemen, we will come to order.

We will begin the afternoon hearing with a presentation by Mr. R. J. Scott, I take it, who is the official trustee of the Beverly School District. Mr. Scott, will you come forward, please? You haven't been sworn yet, have you?

MR. SCOTT: No, sir.

ROBERT JAMES SCOTT, having first been duly sworn, testified as follows:

A Mr. Chairman and members of the Commission, I would like to submit the following report.

" The School Board (Official Trustee) of the Town of Beverly School District No. 2292 respectfully submits herein, for the consideration of the Commission, certain information and recommendations relative to the administration of educational needs in the Beverly School District.

In April, 1952, the ratepayers failed to support the Board in its building programme. The Board resigned, and the affairs of the district have been administered by an Official Trustee. The ratepayers have not requested a vote on any building by-law since, and have refused the election of a Board at every appeal for the past two years."

Sir, that is sort of an apology for being here.

THE CHAIRMAN: Since you interject that, Mr. Scott, there was a time earlier when Beverly, the Beverly School District was administered by an Official Trustee,

THE CHAIRMAN: Now, gentlemen, will it please you?

We will now

proceed with

the first of our

disasters.

W. H. W.

THE CHAIRMAN: Now, gentlemen,

testified as to

the first of our

disasters.

"

to support the Board in its various efforts.

The Board resigned, and the efforts of the

disaster have been administered by an official

Trustees. The efforts have not succeeded.

a vote on any subject by-law since, and

of a Board of every

years."

W. H. W.

Robert James Scott - Presentation of brief.

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THE CHAIRMAN: (Cont.) is that not true?

A The Town was administered by --

THE CHAIRMAN: But not the School Board?

A Not the School Board, not in my time anyway.

THE CHAIRMAN: Thank you.

A " Grades I to VIII receive instruction in the Beverly schools. Grades IX to XII attend the Edmonton Public and Separate Schools under tuition and transportation agreements.

Enrolment:

The annual increase in the school population is reflected in the following table:

	<u>Grades I to VIII</u>	<u>Grades IX to XII</u>	<u>Total</u>
School Year 1952-53	533	71	604
1953-54	639	90	729
September Enrolment 1954-55	725	110	835

Teaching Staff: (I to VIII) ",

only, because the Nines to Twelves attend the Edmonton School.

"1952-53 - 14 plus 1 part-time relief for principal

1953-54 - 18 " 1 " " "

1954-55 - 21 " 1 " " "

Accommodation:

No. of school buildings - 4

No. of classrooms available - 20."

A temporary classroom is operated in the Assembly Hall of one of our new schools.

"Condition of Classrooms:

1) Central Site - 2 buildings

One -- 6 rooms, Armco Steel - Modern Hearing, Lighting & ventilation. Rooms attractive but undersized -- "

Robert James Scott - Presentation of brief.

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A (Cont.) It was built in 1949-50 year. There is also one two room church building, it is not modern, I might say. It is a converted church and the classrooms are very poor.

"2)"

This is another site altogether, the north-west site.

"2) Beacon Heights - 6 rooms, assembly hall and stage. North west site. Conditions excellent. Completed in 1953.

3) Beverly Heights",

This is, south west side.

" 6 rooms, assembly hall and stage. South West site. Conditions excellent. Completed 1954.

Estimated number of additional rooms necessary for 1955-56 school year for Grades I to VIII - 4.

A central site has been purchased and is being held in reserve to meet the needs of accommodation for junior or senior high school pupils."

I might say there, that since '52 I have purchased three sites, paid for them and got a clear title for every one of them, and I did this pretty well approximate the site set out by the planning Commission, the Town Planning Commission.

"Finance:

For the past three years all operational and capital obligations have been met promptly. Future debenture and debt charges, including interest, amount to approximately \$342,000.

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Robert James Scott - Presentation of brief.

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A (Cont.)

"To provide accommodation to meet the rapidly increasing school population, it has been necessary to build two schools during the past two years at a cost of \$250,000. This includes the cost of sites, equipment and construction. The wisdom of increasing the capital indebtedness of this district with its limited resources, regardless of further needs, is open to question.

The following table will show the trend with respect to taxation and revenue for education:"

Now, I might say this assessment given here includes not only the lands of the town but the adjoining rural lands that are within the school district in the Sturgeon Municipal, yes, the Sturgeon Municipal District.

<u>"Year</u>	<u>Assessment</u>	<u>Rate of School Tax</u>	<u>Requisition</u>	<u>Grants</u>
1952	\$1,057,690	25	\$43,591.51	\$24,909.85
1953	1,679,730	30	50,391.90	28,519.01
1954	1,944,170#	33	69,327.34	28,793.41
1955	2,415.000(Estimated)	37	89,355.00	38,000.00".

MR. DAVIES: Mr. Scott, can I interrupt you at this stage and ask you, in what year did you get the creosote plant added to your assessment?

A That creosote plant was added before I took over, and it seems to me it has been in there somewhere around eight or ten years. I can't tell you.

MR. BLACKSTOCK: Not as much as that. It would be five years though.

A Thanks, sir. Now then I have just given a breakdown to show the comparison. This is for '54 where the figures are accurate. The Town of Beverly assessment

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Robert James Scott - Presentation of brief.

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A (Cont.) is \$1,832,280, and the municipal district of Sturgeon, \$111,890. That's how I arrive at the \$1,944,170. This estimated tax for 1955 is given from information received from the Secretary of the Town of Beverly.

" With the possible exception of the Creosoting Plant, revenue is derived from taxation on the homes or small business establishments."

I think this is important.

"A recent survey shows that 85% -- "

Now, this is just made a week ago.

"A recent survey shows that 85% of the parents of the school children are employed outside of the Beverly School District; the great majority in the City of Edmonton. As much of the earnings are spent in the City, there is little prospect of any great business development. Although the School Board has been meeting its obligations for the limited services offered fairly well under present economic conditions, there is little assurance that costs could be met without undue hardship upon the home owner under declining conditions."

There is a sort of a unique position there. The people of Beverly work in Edmonton, spend their money there, and the people of Beverly pay for the education, even to the extent of approximately

seven mills to send the Grade IX and high schools into the City of Edmonton. I can tell you, I have heard -- am I taking liberties here,

Robert James Scott - Presentation of brief.

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A (Cont.) Mr. Chairman?

THE CHAIRMAN: No.

A I have continually heard and say that Edmonton shouldn't have to raise their mill rate to take in the Town of Beverly. I think that it is just the reverse happens with Edmonton and Beverly that happens with Edmonton and the industrial plant to the east, and that they shouldn't be too sticky about it, to tell the truth.

"Boundaries:

No changes are -- "

Now, I am speaking of the district power here, and I must be understood that way.

" No changes are suggested with respect to the alteration of boundaries. The only possible expansion would be to the north, which would involve rural lands which are now part of the Belmont School District in the Sturgeon School Division."

MR. MOFFAT: Could I interrupt at this point. Could you indicate how far north you go now, where your north boundary is right now?

A 127th Avenue, and then just about half across the district, oh, not quite a mile, and then it takes a south-east dip. It is going east anyway, towards the river, to the river.

MR. MOFFAT: But 127th Avenue is the most extreme north border?

A That's right, sir.

"... which would involve rural lands which are now part of the Belmont School District in the Sturgeon School Division. On the west is

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Robert James Scott - Presentation of brief.

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A (Cont.)

"the City of Edmonton, and to the south and east the Saskatchewan River, which is a barrier and a natural boundary."

THE CHAIRMAN: Mr. Scott, is this roughly, with the exception of the lands belonging to the municipality of Sturgeon, is the rest of it practically the same as the boundaries of the Town of Beverly?

A No, sir.

THE CHAIRMAN: You are larger all the way around?

A Yes, sir, especially on the east.

THE CHAIRMAN: Oh, yes.

A We go right to the river, and they go to I think it is 37th Street. I am not just sure of that street, but it is somewhere thereabouts.

"Services:

The educational services provided are academic only.

Health services are provided through the Sturgeon Provincial Health Unit.

Recommendation:

Any educational set-up that will assure educational opportunity commensurate with the needs of the Beverly School District, and at the same time give promise of stability of finance in good times or in periods of decline is vital to the future of this district. Accordingly it is very desirable that the Beverly School District be included in an Edmonton Metropolitan school district, or, if such set-up fails to materialize,

February 2, 1944

(Continued)

The following information was obtained from the records of the Bureau of the Census, Department of Commerce, Washington, D. C., on February 2, 1944:

1. The total number of persons in the United States in 1943 was 131,000,000.

2. The total number of persons in the United States in 1944 is estimated to be 132,000,000.

Very truly yours,
Director

100-100000

Administrative Department of the Government
Department of the Interior, Bureau of Land Management

Robert James Scott - Presentation of brief.

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A (Cont.)

"that the Beverly School District be included in any expansion of the Edmonton Public and Separate School Districts."

Mr. Chairman, if I have your permission, I noticed in every case they asked the cost of educating a pupil..

THE CHAIRMAN: Yes.

A And I can give you the figures on Beverly.

THE CHAIRMAN: I am glad that you have that, Mr. Scott.

A In 1953, this is '54, before we took out, built the new schools, we didn't have the financial charges, the cost, the over-all cost was \$120.00 a pupil. It has risen about \$30.00 a pupil due to debt charges, and now runs about \$150.00 a pupil. The pupils that attend the Edmonton High schools cost us for the Grade X to XII cost us about \$216.00; one hundred seventy five fees and \$10.00 transportation per pupil, and \$30.00 on the debt charge end of it. That would make \$215.00, and the Grade IX's cost us \$185.00 on the same basis, but the over-all cost counting them in runs about one hundred fifty where before it ran one hundred twenty; or, in other words, if you just take operational costs and not debt charges it runs about \$120.00 a pupil. Now, you will see that that's considerably lower than most of the figures. Now, Mr. Chairman, I respectfully present this brief.

THE CHAIRMAN: Thank you. Mr. Moffat?

MR. MOFFAT: Yes.

THE CHAIRMAN: On the figures you quoted this morning for

Robert James Scott - Presentation of brief.

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THE CHAIRMAN: (Cont.) the Toronto situation, was it one hundred fifty for elementary, is that the amount that the metropolitan Board was obligated to pay, one hundred fifty for elementary pupils?

MR. MOFFAT: I think that was the figure. I gave my copy into the Reporter.

THE CHAIRMAN: Oh, yes.

MR. MOFFAT: Yes, one hundred fifty for elementary, two hundred fifty for academic secondary and three hundred for vocational secondary.

THE CHAIRMAN: Thank you very much. You said two hundred fifteen for high school?

A Yes.

THE CHAIRMAN: 45E.

BRIEF FOR SUBMISSION TO THE
ROYAL COMMISSION ON METROPOLITAN
DEVELOPMENT OF CALGARY AND EDMONTON
PRESENTED BY R. J. SCOTT, OFFICIAL
TRUSTEE, BEVERLY SCHOOL DIVISION
NO. 2292 AS READ IS ENTERED AND
MARKED EXHIBIT 45E.

THE CHAIRMAN: We have two statements then, the brief as read by Mr. Scott which is 45E, and the financial statement of the Beverly School District 46E.

AUDITOR'S FINANCIAL STATEMENT FOR
YEAR ENDING DECEMBER 31st, 1953
OF THE BEVERLY SCHOOL DISTRICT
NO. 2292 IS ENTERED AND MARKED
EXHIBIT 46E.

THE CHAIRMAN: I presume that we may assume, Mr. Scott, that the Board is unanimous in this?

(Laughter)

A Yes, you may assume it, but I regret that I have to bring it in myself. I think it would be

A (Cont.) better if the people would represent themselves in this. I think I might say, I hope in that financial statement where you see a carry over of \$52,000.00 some odd, that you realize that that is, as far as operational costs go, that should only be ^{two} thousand; that is the financial statement, because \$50,000 was funds I had from borrowing. My schools are under construction, that was capital that I had to pay for them, you see. However, I did have \$15,000.00 coming to me in grants from the Department, so it is really \$17,000 balance that we had for operational costs.

MR. HAYES: I would say, Mr. Chairman, that Mr. Scott should be congratulated in the result that he has obtained. I don't know how one man could satisfy the people when previously the Board couldn't.

MR. DAVIES: Do I understand, Mr. Scott that \$150.00 is an average cost from Grade I to XII inclusive?

A Yes, sir, I took the over-all cost and divided by the number of pupils including debt charges, and it just runs about \$149,000, and that gave \$150.00 in round figures.

Q MR. DAVIES: And are you in a position to give us the net cost after subtracting grants?

A Yes, it would run between one hundred twenty and one hundred twenty-five thousand, subtracting the grants.

MR. DAVIES: Yes.

A Yes, it would run about that.

MR. DAVIES: Well, then, your average grant per pupil, then on the whole system is about \$25.00?

A Twenty-five to \$30.00.

MR. MOFFAT: Are you sure there wasn't some misunderstanding there? Were you excluding the grants, or excluding the capital charges? Those figures, I think when you quoted them before, I understood you to mean they were on the basis of excluding the capital.

A Yes, excluding the capital, but the member asked me how much the grant would be per pupil and I answered him.

MR. MOFFAT: And you said the same figure?

A \$835.00, and thirty-eight thousand grant, you can figure it that way if you want to. That is bringing it over twenty-five, isn't it? It is bringing it around forty. That is the grant this year, the past year it was twenty-eight.

MR. DAVIES: Well, I understood you to say that in the year 1953 the gross average cost per pupil was \$120.00, but having regard to new construction and so on --

A Yes.

MR. DAVIES: That in 1954 you would be, you should calculate your gross annual per pupil cost at an average of about \$150.00?

A That's right, sir.

THE CHAIRMAN: I understood Commissioner Davies to ask you if that included high school as well.

A Yes, that's right, it does.

THE CHAIRMAN: Oh, it did?

A Yes, sir.

THE CHAIRMAN: Oh, I thought you were confining yourself

Robert James Scott - Garside Cr.Ex.

- 593 -

THE CHAIRMAN: (Cont.) to elementary.

A No, I took the total enrolment and divided it into the total cost. I could give you those figures.

MR. DAVIES: Then, just to clear it up now, we could say that your average grants would be running on per pupil basis, to reduce it to a common denominator, at about \$27.50?

A Oh, I think I would put it at thirty, because you take \$28,000 which have been running the last two year and divide it by eight hundred, you are getting over thirty, aren't you, you are getting pretty well --

MR. DAVIES: So, to finalize, Mr. Scott, we are down to a net cost then of about \$120.00 per pupil?

A That's right, sir.

MR. DAVIES: At present?

A That's right.

MR. DAVIES: In other words, that is the taxpayer cost?

A That's right.

MR. DAVIES: That's what you have to levy on the local authorities for?

A That's right.

MR. DAVIES: About one hundred twenty per pupil?

A That's right.

MR. DAVIES: Thank you.

THE CHAIRMAN: Mr. Garside?

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr. Scott, I would like to know more about the situation of yourself in relation to this School

- 594 -

Q (Cont.) District, are you an official of the Government?

A Yes, I am officially the Superintendent of the Sturgeon School Division Number 24.

Q And you are actively an employee of the Provincial Government?

A The Department of Education.

Q And you were put in charge of this particular school district?

A That's right. It is the custom whenever there is any difficulties, to put a school inspector in charge of the district until such time as the Board can be elected.

Q Have you had any experience in any other school division of the same kind?

A Far too much, sir. All kind of it.

Q How long have you been in charge of this particular school district?

A Since April, 1952.

Q Can you tell me anything about the wage levels for teachers of others as compared with the city?

A Yes, our minimum, our salary schedule is lower than, I wouldn't say than them all, but lower than the great majority of schedules in Alberta. Our minimum basic salary is \$2,000.00 per year. We give credit for seven years increment where most of them give credit for ten years increment for experience, I am sorry, there, seven years for experience where most of them give credit for ten, and we give ten increment, that is up to ten years

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- 595 -

A (Cont.) at \$100.00 an increment. We only allow \$200.00 a year for extra years training, while most of them allowed \$300.00 a year for extra years of training, so that along the line we are just a little lower than the average salary. For instance, the Sturgeon School Division salary basic is twenty one hundred and ours is two thousand. The majority of the division is at least twenty-one hundred.

Q What about the other staff of the School District, are they paid more wages than Edmonton too? The other members of the staff of the School Board, like janitors?

A Well, they are paid, two of our janitors, one gets; now, this is from memory, but it is awfully close; one gets \$1600.00, two get \$1600.00 and one gets \$1800.00.

Q Now, can you tell me something about the type of school that you built there? You built two schools I understood you to say?

A Yes.

Q Now, are they frame schools?

A They are frame stucco construction. They are six classrooms with a nice assembly hall and stage, and two of these classrooms are 40 feet long. They are especially built for primary classrooms. They have a sink and counters for activity work; in fact, I am rather proud of these two schools. I would like you to go out there and see them. I don't think Edmonton need worry if they took them over.

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- 596 -

Q How long have you been living in this district?

A Well, I live in Edmonton, sir. I am an Edmonton taxpayer.

Q How long have you been living in Edmonton?

A I have been living in Edmonton, I lived in Edmonton three times. The first time was 1917, and I have been living in Edmonton this last stretch since 1936, sir.

Q And have you observed any change of economy in the city by reason of the impact of the oil and gas, the petro-chemical establishments?

A Well, yes, definitely so.

Q Would you say so?

A I moved into one of these new districts quite a few years ago, and I have had quite a tussle with the city at times, but at the present time we have got our services and we are all right.

Q Well, having lived here since '36, you have been here since 1947 when the first oil well came in, I think?

A That's right, sir.

Q In Leduc?

A Yes.

Q And you have seen the city develop?

A That's right, sir.

Q Now, to what extent would you say that the development of this city to the present condition has been due to the discovery of oil and gas, the petro-chemical establishments?

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- 597 -

A Well, I would say that, to what extent; I would say to a good extent, and on the other hand, I would also say that Edmonton probably is like a good many other cities; their after war conditions^{that} has to do with the development of these cities. I would say that has something to do with it as well.

MR. GARSIDE: Thank you very much.

MR. ROBISON: How much did those, the new schools cost per room?

A I borrowed for one, I borrowed \$130,000 and I used about one hundred twenty six of it.

THE CHAIRMAN: Six rooms?

A Six rooms, and an assembly hall and stage which is equivalent to eight good sized rooms. Now, I used about \$126,000 by the time I paid for the site and got it all equipped, and I have got it well equipped and well financed, and everything, the site. The other one, I borrowed one hundred twenty. By the way, in that school the city of Edmonton were good enough to allow me to connect up with their sewer and water lines, and we had it modern from the start. The other school I just opened two or three weeks ago after they got the sewer and water in. That is the Beverly people themselves did that, and it cost \$128,000; that is, I borrowed \$128,000 and I will probably spend about one hundred and twenty.

MR. ROBISON: How does it compare; how do these schools compare in your opinion with the \$20,000 a room in the schools in the city of Edmonton?

A Well, to be fair I got to say that I think solid brick

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Well, I would not want to be in a good-extended... also say that I think... many other... to a... that something... for today... I... about one... Hamilton... ?... conversation... one... not... and well... other one, I... way... enough to allow me to... and water... start. The other school...

A (Cont.) construction has got a longer life in it than the stucco frame building. I will say that for the city of Edmonton, but as for conveniences and lighting and the rest of it, we are in just as happy a condition as they are in these new schools.

MR. ROBISON: And your per room cost is substantially lower?

A Yes. The actual construction of those schools ran; this one that just opened ran \$92,000 actual construction without site and equipment and that, and the other one ran ninety six or ninety seven, because I had to connect up with the city sewers, and build fifteen hundred feet of water and sewer line, and put in a pump to raise my sewer level about nine feet. It cost us about \$7,000 to do that.

MR. MOFFAT: These figures that you quoted, \$126,000 for a six room school, is that the total cost, or is that only the part after you deducted the Provincial grant?

A That is the total cost; that is buying the site and equipping the whole school, fencing it and getting it all level and everything in good shape.

MR. MOFFAT: I notice you said that you borrowed so much money?

A Well, we got permission to borrow. We always think, when we submit our borrowing plan, or by-law to the utilities Board and ^{get} their permission, and also the ratepayers.

MR. MOFFAT: And you included the Provincial grant as part of what you borrowed?

A That is part of the borrowing plan. I didn't actually; as far as debentures went it was 50%, and twenty at first, and then it went twenty-five, forty, thirty-five; thirty-five on the open market and forty under the School Lands Trust Fund.

MR. MOFFAT: Well, have you any comment as to what proportion of this you get in Provincial grants as compared to what the city would get on Provincial grant for new school construction?

A On the last one in actual cash grant, one hundred and twenty-eight thousand at 25%, you would get \$32,000 in straight cash.

MR. MOFFAT: Would that be --

A You got to spend it to get it, however.

MR. MOFFAT: Would you say that would be more or less than what the city would get on a corresponding school grant?

A Well, it won't be any less now, because it is on the room basis, you see, on the last Legislation.

MR. MOFFAT: It is on a per room basis now, so if the city spends more than that the extra is all out of the city taxes?

A Yes. It is greater than, if you remember, on a six than on a ten or sixteen room school, and it goes from \$4,000 up, and we are all under the same.

MR. MOFFAT: Yes, thanks.

Robert James Scott - Davies Ex.

- 600 -

MR. McKENZIE: How do you account, apart from the brick veneer exterior for the fact that your completed school is about two thirds of the cost of a comparable completed school in Edmonton?

A Well, I -- you have got me there.

MR. DAVIES: Wouldn't that be manual training and domestic science?

A Pardon?

MR. DAVIES: That is the difference between the manual training and the domestic science in the City of Edmonton, because as I understand it they rate their cost on how many classrooms; but when they build a school they have not only the assembly hall that you have, but they have got provision for manual training and domestic science, and so on, where in your school you have got six classrooms and an assembly hall.

A Yes.

MR. DAVIES: So therefore you haven't got certain other rooms that they have in there that they erect in Edmonton, I think that's it.

A That would make a difference in the cost per room, but a difference of ten thousand a room is pretty high. I have some idea. I have just equipped two, three home Ec. and three shop rooms lately, and I have some idea of what they cost, and you take the difference of \$10,000 in say six classrooms, \$60,000 isn't it? You can equip those classrooms on less than that and get them set up.

There James is - at the

Mr. McWright: now do you

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MR. McKENZIE: My only other question, Mr. Scott, relates to the remark in your brief, you say a recent survey shows that 85% of the parents of the school children are employed outside the Beverly School District, and the great majority in the City of Edmonton. Do you have the actual figures from that, sir?

A I am sorry, I haven't. I tried to locate those figures yesterday. I went out to locate them. I had the principal make the survey for me, and he wasn't home, but I questioned him on it one other day, and he said there were very few, remarkably few over the other way. I think he said ten or fifteen out of the whole number, but it wouldn't run more than ten percent of that eighty-five.

MR. McKENZIE: Well, those figures might be of some assistance to us, and we would appreciate it if you could get those figures for us.

A I can get those figures for you. I am sorry I haven't got them today.

MR. HAYES: Do you anticipate a long life in that school district as the result of your labors there?

MR. DAVIES: Do you mean the building, or Mr. Scott?
(Laughter)

A Under the present staff and management, I would say yes, it is going to last fairly well, however, you get to the case where the school is treated roughly, and one thing or another and it may not last too

Robert James Smith

1911

My dear Mr. Smith,
I have your letter of the 10th inst. and am
glad to hear that you are interested in
the book. I have a copy of it and will
send it to you as soon as possible.
Very truly yours,
[Signature]

I have also a copy of the book
which you mentioned in your letter of the 10th inst.
and will send it to you as soon as possible.
I am sorry I cannot send it to you
earlier but it is not in the store yet.
I will send it to you as soon as it is.
Very truly yours,
[Signature]

My dear Mr. Smith,
I have your letter of the 10th inst. and am
glad to hear that you are interested in
the book. I have a copy of it and will
send it to you as soon as possible.
Very truly yours,
[Signature]

Robert James Scott

- 602 -

A (Cont.) long, but frankly they are built to last, to be a good solid school.

MR. HAYES: What I had in mind, I think your services would be welcomed in other parts.

(Laughter)

A That's all right, sir, but I have at times put in eight months as an Official Trustee of the whole school Division and three months as an official trustee of another school district in Alberta, and I am not as young as I used to be, and I can just stand so much, and I want to have a little fun after I am through.

MR. HAYES: Then I can see the life of this is not going to be very long.

THE CHAIRMAN: You are right.

MR. DAVIES: I suppose, Mr. Scott, the labor that erects the schools in the Beverly area is subject to this same code in respect to payment of wages as is labor in the City of Edmonton, is it?

A That's right, sir, they are all let by tender and the same companies bid on them as build the Edmonton schools.

MR. ROBISON: I don't want to put you on the spot, but it would seem from your evidence that you could almost undertake to build a school including these like perquisites/home ec. and shop, etc. for less than one third additional per room; \$10,000 a room, do you see my point?

A Well, take a sixteen room school, like say the one in my own vicinity in Edmonton, McKernan Lake

1. The first thing I noticed when I stepped out of the plane was the cold air.

It was a sharp contrast to the warm, humid air of the tropics.

I had heard that the weather was perfect, but I was wrong.

The sun was shining brightly, and the sky was a clear, deep blue.

I had never seen a place so beautiful before.

The water was crystal clear, and the sand was white.

I had heard that the beach was beautiful, but I was wrong.

The waves were crashing against the shore, and the sound was like music.

I had heard that the beach was beautiful, but I was wrong.

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I had heard that the beach was beautiful, but I was wrong.

The waves were crashing against the shore, and the sound was like music.

A (Cont.) with its home Ec. and shop facilities; that is two rooms, isn't it, out of the sixteen?

MR. ROBISON: Yes.

A It is true there is a big assembly hall and gym that costs plenty of money, but that's two rooms out of the sixteen, that's not the whole sixteen rooms, you see what I am getting at?

MR. ROBISON: I think you would have to analyze each separate school and compare it with your own. There seems to be a big difference there, a striking difference, but personally I would want to see the figures and I would want to see the results.

A Yes.

THE CHAIRMAN: Mr. Scott; I am sorry, have you finished answering Robison?

A Yes.

THE CHAIRMAN: There might; I'm not quite sure, I am sorry Mr. Sheppard isn't here, but he made a statement the other day, I think you heard him perhaps; when he talks about the cost of a sixteen room school and says it works out to about \$30,000 a room, or something like that, is he counting that on a classroom basis, or is he, how is that sixteen computed in McKernan Lake, for instance? Does the Home Economics room and the industrial arts room, they count, of course as rooms, but what happens as regards the gymnasium, and as regards the assembly hall and the other things that they --

A Well, previous to the last session of the Legislature we looked upon these schools as so many classrooms.

THE CHAIRMAN: Yes?

A And that would include the Home Ec. and the shop work room and the gymnasium. Since this last session of the Legislature you take each classroom. Now, if the Home Ec. and assembly hall, the Home Ec. and shop work room are 42, 45, 60 feet long they will get credit for 1.3 rooms, or 1.6 rooms, or 1.8, and for a good assembly hall they get credit for 3.5 or 4 rooms. That is just this last year.

THE CHAIRMAN: Yes, but in computations such as have been presented here by Mr. Sheppard did he count the assembly hall as one room or two rooms or three rooms? The whole question of cost per room is relative, isn't it?

A Yes.

THE CHAIRMAN: How many rooms has McKernan Lake got if it has these multiple rooms such as, rates such as you have mentioned?

A Well, they put a six room extension on since, I don't know what it cost.

THE CHAIRMAN: But those are simply straight classrooms?

A Mr. Sheppard isn't here, I couldn't answer that for you.

THE CHAIRMAN: All right, I am sorry. We will get him back sometime.

A Yes.

MR. MCKENZIE: I believe yesterday, my impressinn certainly was that Mr. Sheppard was talking on a per classroom basis, and my understanding today of what Mr. Scott

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MR. McKENZIE: (Cont.) was talking about was the same basis, namely a per classroom basis.

A That's right.

MR. McKENZIE: Not counting the extra rooms.

THE CHAIRMAN: If that's a fact, then, as far as Mr. Sheppard is concerned, why we; perhaps on the same, on the same figuring, the same basis except that the schools which Mr. Sheppard was describing have more auxiliary service rooms than are, have been included in Beverly.

MR. McKENZIE: Such things as teacher's offices for example.

THE CHAIRMAN: Yes, and he made quite a point of that. I think we should in fairness when comparing these figures remember that we must have a comparable basis to begin with; to say that the city, it cost so much to build ^a classroom in the city, and as soon as you get outside and have a smart man like Mr. Scott you can do it all for half the money, I don't believe that in fact.

(Laughter)

MR. DAVIES: Mr. Chairman, this exact point came up when Mr. Sheppard was giving his evidence and comparing the difference in the cost of schools in Jasper Place and Edmonton and it was exactly referred to in those terms, and I distinctly remember Mr. Sheppard stating that there was a difference in the facilities and the rooms in the school, and that that would largely account for the difference.

A He gave, I was here when he was giving his evidence,

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- 606 -

A (Cont.) and he said that he brought in the question of maintenance afterwards, but --

THE CHAIRMAN: Not in cost, did he?

A Well, he quoted the Westglen School to you the other day, and said that maintenance on it the first year or two was very heavy, but I am not so worried about maintenance on these schools the next two or three years, or the next few years, I will tell you that. We have been running on them now about a year and a half and there is no trouble that way.

THE CHAIRMAN: Yes, Mr. Sheppard was arguing, as I recall it at that time for a better type of construction that was used in the Westglen School and was comparing favorably Eastglen and the new South Side one.

MR. HAYES: Do you feel that ycu have provided the necessary extra services and auxiliary services required?

A Well, no, I don't think we have. From grade -- of course, we use the Edmonton schools from IX to XII. It still pays us to do so. The children can go there and get their choice of subjects, you see, and anyway, at 50th Street it is just sort of an imaginary line. The young people of Beverly always think of themselves as part of Edmonton, and if there is a holiday declared in Edmonton it would be a grievous fault if I didn't allow them a holiday out there, I will tell you that. We avail ourselves from Grade IX to XII and I am very thankful for it of the Edmonton facilities. I have been reserving a site just for fear Edmonton

Robert James Scott

- 607 -

A (Cont.) become overcrowded and turn me out sometime. It has been indicated to me that they were rather crowded in Edmonton.

MR. HAYES: But I understood it was elementary schools that you were discussing, it was ^{not} high schools?

A Oh, well, I don't know outside of Grade VII and VIII where they take home Economics and, a general course in Home Economics and ^{shop} work. I think we are giving just about the same facilities.

MR. HAYES: I think that is the point.

A Yes.

MR. GARSIDE: Mr. Scott, you said that the children of Beverly regarded themselves as part of the City of Edmonton, is that true of the parents too?

A Well, I wouldn't want to say that of the old guard, sir, but I do think the younger generation coming along certainly do, it has been indicated to me in very marked ways at times.

MR. DAVIES: Well, Mr. Scott, it looks as if the Edmonton Public School Board is losing money in doing business with Beverly on the present basis, doesn't it, because Mr. Sheppard reported to us their gross cost per pupil in senior high school at \$383.97, and junior high school \$225.54, and those are the only kind of pupils that you send to Edmonton?

A That's right.

MR. DAVIES: Just in those two groups, and your total average cost on your system is about, is \$150.00 average all through your system, about \$120.00 net

Robert James Jacobson

- 602 -

(Cont.)

It is in fact the fact that they were rather

small, and that they

Mr. Jacobson, I am sure, is a very

kind and considerate

man, and I am sure

that you will find

him a very

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Robert James Scott
Dr. J. C. Jonason

- 608 -

MR. DAVIES: (Cont.) to the taxpayer, so there isn't much inducement for the people of Beverly to establish any more extensive high school facilities in Beverly if they can get it this cheap in Edmonton, is there?

A That's right.

MR. DAVIES: In fact, you haven't any intention of doing it, have you?

A No, that's quite correct, sir. I would be foolish to think otherwise.

THE CHAIRMAN: We heard the same story in Calgary as regards the education of high school pupils from Bowness in the city schools in Calgary, and Division I also. Mr. Scott, we are very grateful to you for this brief and for the explanation you have given. Thank you very much.

(The witness steps down.)

THE CHAIRMAN: Now, we come to the Clover Bar School Division Number 13. Who is taking the stand, are you Doctor Jonason?

MR. HENNIG: Doctor Jonason.

THE CHAIRMAN: Doctor Jonason, thank you, Mr. Hennig.

DOCTOR J. C. JONASON, having first been duly sworn, testified as follows:

A Mr. Chairman, I was wondering whether it would be in order to have Mr. Hennig the chairman of our School Board and Mr. Bowker the Secretary-Treasurer to whom I may direct questions identified at this time, or would that be necessary?

THE CHAIRMAN: Well, perhaps they should be identified.

THE CHAIRMAN, Boston
Feb. 12, 1901

My dear Sir,
I have the honor to
acknowledge the receipt of your
letter of the 10th inst.

and in reply to inform you

that the same has been
forwarded to the proper
authorities for their consideration.

I am, Sir, very respectfully,
Yours,
J. H. Thompson

Very truly,
J. H. Thompson
Secretary

THE CHAIRMAN, Boston

Feb. 12, 1901

My dear Sir,
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I am, Sir, very respectfully,
Yours,
J. H. Thompson
Secretary

Dr. J. C. Jonason

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THE CHAIRMAN: (Cont.) You don't want them sworn?

A Not necessarily.

THE CHAIRMAN: But you do wish to refer to them?

You may wish to?

A I may have occasion to.

THE CHAIRMAN: All right, Mr. Hennig, will you introduce yourself and your position?

MR. HENNIG: Mr. Chairman, I am Chairman of the Clover Bar School Division.

THE CHAIRMAN: Your full name?

MR. HENNIG: Rudolph Hennig.

THE CHAIRMAN: Rudolph Hennig. Thank you, and Mr. Bowker?

MR. BOWKER: Charles E. Bowker, Secretary-Treasurer of the Clover Bar School Division.

A The Chairman and Gentlemen of the Commission, by way of introduction, and perhaps anticipating any questions as to how this brief was prepared, I wish to say that upon receiving the letter from your Commission our, the Board of the Clover Bar School Division instructed the Chairman Mr. Hennig and myself to prepare a brief and present it by the zero date which I think was October 5th. The Board received your letter during the September meeting and it was impossible for them to reconvene until in October, however, Mr. Hennig and I have presented this brief to them prior to the last meeting which was held on the second Tuesday in October and it was endorsed unanimously by the Board, so I think we can present it to you as a considered opinion of the Board.

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Dr. J. C. Jonason - Presentation of brief.

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A (Cont.)

" The Board of the Clover Bar School Division in presenting a brief for consideration by the Royal Commission on Metropolitan Development of Calgary and Edmonton is aware of the complexity and magnitude of the task that has been assigned the Commission by the Government of Alberta. It realizes that action taken by the Provincial Government, as a result of the Commission's deliberations may be of vital importance to the operation of the Clover Bar School Division. Therefore, although the Board does not wish to propose any change in the present boundaries of the Clover Bar School Division nor in the present methods of operating the Division, it does feel in duty bound to place before the Commission significant data that will enable that body to become acquainted with the special problems that confront the Board in administering the affairs of the Division and with the long and short-range plans that have been made for the solution of those problems."

Now, Mr. Chairman, I have a few extra copies here in case any of the other members here would like to get them, I would be pleased to make these available to them.

" The Board of the Clover Bar School Division firmly believes that its primary

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"responsibility is to provide the best possible educational opportunities for the children within the Division, using all the resources at its command. It has, at all times, been mindful of the fact that the larger units of school administration in Alberta were formed primarily to obtain for the rural children educational opportunities comparable to those enjoyed by children of urban communities. To make possible the realization of this aim it was deemed necessary to enlarge greatly the tax base for the support of rural schools. For instance in the case of the Clover Bar School Division eighty small districts were amalgamated to form one administrative unit. In so doing the resources of the whole area were made available for educational support of each and every portion of the Division.

The Clover Bar School Division has been in operation for over sixteen years. During that time there has come into being a very close interdependence of all its constituent parts. The problems created by the development of the oil wells, particularly in the Leduc, Calmar and New Sarepta areas, as well as those created by the industrialization in the East Edmonton and the Clover Bar Village School districts and more recently by the

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"Industrial development in the Fort Saskatchewan School district, have affected to a marked degree the operation of schools in all other school districts of the Division.

To the casual observer who notes that during the past seven years there has been a steady and even enormous increase in the total assessment of the areas comprising the Clover Bar School Division it would seem that there should be no difficulty encountered in financing the schools of the Division. For example in a study of the Edmonton Metropolitan Area problems made two years ago it was stated that the revenues which will soon become available to the Clover Bar School Division will be greatly out of proportion to its needs. Actual experience has not borne out this prediction. The mounting debenture indebtedness of the Division as revealed in Table I below is proof that the cost of operating the schools in the Clover Bar Division has risen sharply since oil was discovered seven years ago in the Leduc Oil-field. Close examination of the causes for this will show that the necessity for increased school accommodation which was created by the influx of oilworkers and their families and later from the influx of industrial workers and their families was a major factor in the

Dr. J. C. Jonason - Presentation of brief.

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A (Cont.)

"enormous increase in school expenditures.

TABLE I

Clover Bar School Division Operation Costs and
Debenture Indebtedness.

<u>Year</u>	<u>Total Operation Costs</u>	<u>Total Debenture Indebtedness.</u>
1947	\$373,121.00	\$26,680.00
1948	451,831.50	20,700.00
1949	573,463.69	14,995.00. "

I might point out here that prior to this time it was a policy of the Board to endeavour to retire its debenture indebtedness, and it has been doing so slowly, but steadily. That was the low point then in the debenture indebtedness.

"1950	612,975.88	62,360.00
1951	656,962.75	173,250.00
1952	887,058.68	156,500.00
1953	978,263.00	431,250.00
1954	1,005,242.00 (estimated)	575,250.00 (September 30)."

This is exclusive of building cost. The greatest increase then in total operational costs will be, \$632,121.00 per annum, and for the maximum increase in the debenture indebtedness has been \$560,255.00. Now, these figures, sirs, are taken from the Financial Reports of the School Division.

" It must be borne in mind that in an area where there is rapid industrial development there is a lag between the time when increased educational costs arising from the development

THE UNITED STATES OF AMERICA

IN SENATE

January 1, 1900

REPORT

OF THE

COMMISSIONER OF THE GENERAL LAND OFFICE

TO THE SENATE

AND HOUSE OF REPRESENTATIVES

IN RESPONSE TO A RESOLUTION

PASSED MAY 1, 1899

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"have to be met and the time when increased taxation revenue from the development is received. In the case of the Clover Bar School Division, for example when increased classroom accommodation and increased teaching staffs had to be provided for the children of the oil drillers who flocked into the Calmar-Leduc area, existing budgets had to be adjusted to meet the emergency situation and a year had to elapse before the new industry assessment became taxable thus affording some relief, but even then further industrial development had brought in its train the necessity for still further educational expenditures. The only way in which the gap between revenue and expenditure could be closed was through debenture borrowing. Table I shows how debenture indebtedness which by 1949 had been practically retired began to increase very appreciably from year to year, until now, in the brief span of five years it totals over one half million dollars, despite the greatly increased revenue which has marked the same period. Until the industrial development levels off it is to be expected that debenture indebtedness will continue to increase unless taxation is greatly increased or substantial financial assistance received from other sources.

A (Cont.)

" In this connection it should be pointed out that tax returns from farm lands indicate that the point of diminishing returns from that source has been reached. To expect the rural taxpayers to assume a still greater share of the cost of providing more accommodation after they have borne the brunt of financing the schools during the transition of the Division from a rural to a semi-urban area, would be unrealistic.

Reference has been made to the interdependence that has been created among all the parts of the Division. It should be remembered that the rural people, even in the most outlying districts have a vested interest in the larger centralized schools that have had to be built not only to meet the demands for centralization but to provide accommodation for the children of families that have come into the Division as a result of industrial development. The Salisbury Rural High School illustrates this in a striking manner. Built on the outskirts of the industrial area east of the City it serves not only the industrial area but twenty-three rural school districts as well.

A study of statistics relating to pupil enrolment and teaching staff increases will

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A (Cont.)

"throw further light upon increases that have occurred in operational costs.

TABLE II

CLOVER BAR SCHOOL DIVISION NO. 13

Statistics re. Enrolment and Teaching Staff

<u>Year</u>	<u>Total Enrolment</u>	<u>Total Teaching Staff</u>
June 30, 1947	3253	130
June 30, 1954	4085	153
Sep. 30, 1954	4206	163

TABLE III

CLOVER BAR SCHOOL DIVISION NO. 13

Statistics re. enrolment Class Rooms and Teaching Staffs
at Larger Centralized Schools

<u>School</u>	<u>June 30</u> <u>1947</u>	<u>Sep. 30</u> <u>1954</u>	<u>Gross</u> <u>Increase</u>	<u>%</u> <u>Increase</u>
Leduc Enrolment	315	827	512	162%
No. of Oper. Rooms	9	27		
No. of Teachers	9	31		
Calmar Enrolment	203	495	292	144%
No. of Oper. Rooms	7	17		
No. of Teachers	7	20		
Fort Sask. Enrolment	254	607	353	139%
No. of Oper. Rooms	8	22		
No. of Teachers	8	26		

Note. The increase of total teaching staff over total number of classrooms which is evident in comparing 1947 and 1954 figures has been made necessary by the offering of household economics, industrial arts, agriculture and commercial programs and the necessity for

Dr. J. C. Jonason - Presentation of brief.

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A (Cont.)

"providing relieving teachers for the principals and the vice-principals in the larger centralized schools to enable them to perform their administrative and supervisory duties.

TABLE IV

CLOVER BAR SCHOOL DIVISION NO. 13

Statistics re. Enrolment Increases at the Three Largest Centralizations, Attributable to Industrial Development.

School	Enrolment	Adjusted ^x Enrolment	Increase	% Increase
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I wish to draw your attention to the fact that this is an adjusted enrolment and reference will be made to the adjustment that was made.

	June 30 <u>1947</u>	Sept. 30 <u>1954</u>		
Leduc	315	518	203	65%
Calmar	203	421	218	107%
Ft. Sask.	254	427	173	68%

xNote: The adjusted enrolment takes into account

the pupils resident in the town school district and the pupils from other districts whose parents are engaged in industrial work. The net increase in each case over the 1947 enrolment figure indicates approximately the increase in school population brought about by industrial development."

Here, sir, I would like to make just a further oral explanation. In requesting this data from,

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A (Cont.) these data from the principals of the respective schools shown here, I had this in mind, that I wanted them to give me the figures of the actual pupils who were resident in the local district in 1947, who were in the school in 1947, and those who were in the district in 1954, and add thereto the number of children who were being vanned in whose parents were working at batteries and things of that kind in connection with the oil industry. Now, I would like to point this out, that in 1947 in the enrolment that you see there for Leduc, Calmar and Fort Saskatchewan there were quite a number of rural pupils attending high school that are included in that, so, in making this estimate I think we are being conservative as to the percentage of increase.

" From Tables II, III, and IV it is evident that increased school attendance, largely created by the influx of children of industrial workers, has added greatly to operating costs. There does not appear to be any indication that enrolment will level off, on the contrary there are numerous indications that enrolments will continue to rise. The following are a few indications to justify such an assumption:

1. There is a steady increase in the settlement of small holdings in the fringe areas adjacent to the city.

- 619 -

A (Cont.)

- " 2. Small holdings along the main arterial highways leading to the city are being occupied even at considerable distances from the city.
3. Housing developments such as the Bailey Project are being developed."

I have, sir, at the back here, a map showing the location, the approximate location of the Bailey Project. There I understand that when it is completed there will be in the neighborhood of sixty or seventy houses under a V.L.A. scheme. At present I think we have approximately twenty to thirty that have been built, and they have added greatly to the burden of providing school accommodation.

- " 4. The Campbellton Project, if it goes forward, will create a heavy demand for school facilities.
5. Further contemplated industrial developments south, as well as east of the city, if brought into realization, would lead to housing developments with further necessity for school accommodation.

From the foregoing it is fairly safe to predict that school enrolment in the Clover Bar School Division will continue to increase for some time yet to come.

The Divisional Board is fully aware of this situation and has short and long-range

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"plans to cope with it. For example, at the present time two centralized elementary - junior high schools are being built at Ellerslie and Wye. A location has been obtained for a centralized rural school near Ardrossan and the building of a centralized elementary school in the Humble-Lake Centre area is under consideration."

The Humble-Lake^{Centre}/area is in the area of the Wizard Lake development.

"All of these are being built or should be built to relieve over-crowding in the rural schools.

The building of modern schools at Leduc, Calmar, New Sarepta, Fort Saskatchewan as well as the Salisbury Rural High School has done much to meet the need for more and improved school accommodation, but further building will be required at most of the centers, especially at Fort Saskatchewan where a new high school building is urgently needed.

Two other factors that do not require detailed explanation at this time, namely the high cost of building and the very costly service of pupil transportation to centralized schools should be mentioned in considering high operational costs in this area. Added to that the remuneration of

Dr. J. C. Jonason - Presentation of brief.

- 621 -

A (Cont.)

"teaching staff must be comparable to that paid in the larger urban areas.

The Divisional Board, although it is loathe to do so, recognizes that so long as present conditions exist it will have to supplement taxation revenue by debenture borrowing if it is to achieve its aim to give to its children educational opportunities approximating those presently enjoyed by children in the larger urban areas. Although it has not been able to attain that aim it feels that ultimately it should be able to do so.

Some mention should be made of the "fringe area" problems that have had to be met by the Clover Bar School Division in districts such as South Edmonton, Oliver, East Edmonton school districts that are adjacent to the city on the south and east. Despite the fact that practically all the people residing on the small holdings in these districts have employment in the City of Edmonton, the Board recognizes that they are residents of the Clover Bar School Division and therefore it is the responsibility of the Division to provide their children with good education. It has assumed that responsibility and feels that it has discharged it in a creditable manner. The centralized school at Ellerslie was planned

- 622 -

A (Cont.) "primarily to relieve the congestion in the congestion in the Oliver, Mill Creek and South Edmonton school districts. In the meantime by transporting a large number of these children to the schools in the East Edmonton Rural School District the children are receiving standard tuition within the Divisional System.

In presenting this brief the Board is conscious of the fact that the information contained herein is of a very general nature. If further detailed information is required it will be gladly made available if it is within the means of the Board to do so. It must be recognized that the Board, as the representatives of rural residents in an area fifteen hundred square miles in extent with a school population of more than four thousand children, has presented a rural point of view. It has repeatedly emphasized the importance of providing educational opportunities for rural children which are equal to those enjoyed by the urban children. If changes recommended by the Commission help to hasten the realization of this aim the Board will feel richly repaid for any assistance it may be able to give the Commission."

THE CHAIRMAN: Thank you very much Doctor Jonason. What did you say the number of this would be, Mr. McGruther?

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Dr. J. C. Jonason - Hawkins Cr.Ex.

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MR. McGRUTHER: 47E.

THE CHAIRMAN: Exhibit number 47E.

BRIEF PRESENTED BY THE BOARD OF
THE CLOVER BAR SCHOOL DIVISION
NO. 13 AS READ IS ENTERED AND
MARKED EXHIBIT 47E.

THE CHAIRMAN: Now, the Commission will take a short recess and reassemble at eighteen minutes after three.

(At this point the Commission adjourned and reconvened.)

THE CHAIRMAN: Now, Gentlemen, we will resume this sitting. Doctor Jonason is on the stand and may be cross-examined by competent persons.

MR. HAWKINS CROSS-EXAMINES THE WITNESS:

Q Mr. Chairman, I would like to ask Doctor Jonason, then, to give us a brief resume of his educational work in the Province of Alberta, his background?

A Mr. Chairman and Gentlemen, I begin to realize that age is creeping up on me, and that is a rather large assignment. I think perhaps I won't go back further than 1936 at which time I was appointed superintendent of schools. Prior to that I had been principal of schools, and had had, I think, sixteen years experience, or thereabouts in teaching and in school administration. It was my good fortune to be appointed to the Hanna area where I helped to organize the Berry Creek School Division No. 1, and was the first superintendent of that division which came into being in 1937, January 1st, 1937.

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A (Cont.) At the ^{same} time I also organized, or helped to organize the Sullivan Lake School Division No. 9, and it came into being at the same time as the Berry Creek Division. I was superintendent of these two divisions, as well as inspector for schools for an area of approximately two thousand square miles north and west of it, of these two divisions for three years. Then I was appointed to the staff of the Edmonton Normal School as an instructor in school administration. I served there from 1939 until 1941 when I enlisted in the R.C.A.F., and spent a period of four years there. I returned to the Province of Alberta. By that time the Normal Schools had been merged with the University, and I was appointed as an associate professor of education in the faculty of education. I remained there for a year, and then, at my own request, I may say, I assumed the superintendency of the Stettler School division. I was there for a year, and the Department asked me to come into Edmonton to serve as a liaison superintendent in connection with teacher training, working with the Clover Bar, the Sturgeon and the Stony Plain School Districts. The experience gained there over a period of three years gave me fairly good acquaintance with the conditions in these school divisions. At the present time, in addition to being -- in 1951 I was appointed as superintendent of the Clover Bar Division, and have remained in that office up to the present time. In addition to that, I am

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A (Cont.) a high school inspector, and I have been operating from here up to the Peace River and Spirit River country.

Now, if that is sufficient, Mr. Hawkins to establish the fact that I have been engaged in school business for some time, I think maybe that serves the purpose.

Q That's all I want. Doctor Jonason, one question I would like to ask at this time, with the experience you have had in the school administration in Alberta, what is your own opinion of the metropolitan school idea as advocated by the city, using as their boundaries the green belt now set up by the Edmonton District Planning Commission?

A Now, I can't -- could you be more specific? I ask you to be more specific; you say, what is my idea of it. I just would like a little bit more in the way of a directive in the way of what you wish me to deal with.

Q As to the size of it; as to the economic boundary, and would that be easy to administrate, and the cost involved, and so on?

A I think I understand what you are, wish to get, and that is this; I think it is the purpose of this Commission to deal with the metropolitan problems of the Edmonton area. Of course, I think perhaps, had the actual boundaries been defined before we were asked to make submissions, it would have been, it would have been relatively

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A (Cont.) easy to make our submissions, but it was because it was so vague and we didn't know what constituted the metropolitan area that we had considerable difficulty in presenting a brief.

So far as I am concerned, I think that the conditions of the metropolitan Edmonton, the metropolitan area in Edmonton are very different, say, from that exists in the metropolitan area in Toronto. Here we have a comparatively young city which is growing. There is an old, an older city with larger urban areas around it. I think our problem, perhaps is this; Is that we should try to set a limit to the area which will become a strictly urban area within the limits of the city. Then, make some provision for an orderly development of the area surrounding which can be rightly considered to be a part of the Edmonton community. To me, the Edmonton community is not only the City of Edmonton, but I think that it should include the area which the civil defence people have in mind. When they are thinking of the satellite towns of Fort Saskatchewan, Morinville, St. Albert, Stony Plain, Devon, Leduc, and possibly Tofield, that in the event of an attack it would become the cushion area which would absorb part of the shock sustained by the city. There is no doubt, but, that these communities that I have mentioned are very closely associated with us in the matter of civil defence. With regard to economics, I

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A (Cont.) think they are closely associated with us. One has but to travel through this area and see the pipe lines that are radiating out from Edmonton to such places as Wizard Lake, the Calmar-Leduc area, the Woodbend area, the Joseph Lake Area, up to Volmer and Legal parts of the country, to realize, here we have a community which is bound by steel pipes, really, welding us, whether we like it or not into one economic unit.

I also notice that from a business standpoint the people of this area flock into the City of Edmonton; I meet, on Saturdays for example, I meet people continually in our stores from New Sarepta, from Leduc and Calmar, and no one can tell me that we haven't struck economic ties, business ties binding us together into one community.

In the matter of sports and cultural activities, the same applies.

We have here then, a community with a radius of from 20 to 30 miles which in my mind constitutes the metropolitan area of Edmonton. Having regard for the development that may take place in thirty years in this area I feel that provision should be made now to restrict the city proper to an area that it can develop properly, and leave an ample green belt beyond that, and then make provision for satellite towns on the perimeter of this circle that I have described. If that is done, I think we can have an orderly development.

I was just reading in the paper the other day where a person paying tribute to the men and women

- 628 -

A (Cont.) in the City of London who had the vision to create on the outskirts of the original city places like Hyde Park, and Hampstead Heath, and the Kew Gardens and so on. Now, we have a glorious opportunity here right now to set a limit to the housing development and the industrial development of the city proper and set forth a green belt which will be maintained as a green belt, and then provide for the development of the satellite towns in an orderly manner. To me, that constitutes the problem, and linked with that is this problem of education. As I go into the city schools; by the way, I inspected, I was on a team that inspected the high schools of the city, I feel that the boys and girls who are living in the rural areas adjacent to the city should have as good an educational opportunity as the boys and girls in the city. That was part of the challenge that confronted me in 1951 when I was appointed as Superintendent of the Clover Bar School Division. I said to myself, for the first time in the history of the Province of Alberta the rural area has been given an assessment which will enable the administrators of school affairs to give^{to} the children of that area school facilities which are comparable to the facilities provided by the urban centres. The Board of this Clover Bar School Division felt that challenge too, and I think that we can show that in a period of at least the last three years we have endeavoured to

A (Cont.) meet that challenge.

Now, if I may come back; I have been rather verbose in my answering of this question, but I feel very strong on this matter, Mr. Chairman, and Gentlemen. I feel that the metropolitan area as defined by Mr. Hawkins, namely that of the City of Edmonton with a narrow belt surrounding it is altogether too limited. We must have vision and think of the conditions that will obtain here in the next twenty years, and we must consider that a metropolitan area in radius of at least 20 to 30 miles is the very least that we should have under consideration.

Q Doctor Jonason, taking the Clover Bar School Division as a whole, that is the area, the outlying areas, what we might call the back woods areas, and also the areas closer to town, what would you say was the standard of education in that area compared with the standard of education in the City of Edmonton at the present time?

A Well, at the present time I would say that from the standpoint of physical set-up and school equipment and so on, school buildings, school equipment, the City of Edmonton's facilities are vastly superior to what we have in the rural schools, however, we are building schools such as the elementary school which has recently been built in Fort Saskatchewan, which I think will compare very favorable with any school that has been built in the City of Edmonton. There are

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A (Cont.) numerous schools, and I could name them where the conditions are not desirable by any means, and the Board, as I have intimated, or as has been intimated in this brief are endeavoring to replace those schools with modern centralized schools such as the Ellerslie school which is being built near, approximately six miles south and east of here, and the Wye school which is being built approximately eight miles east of the city.

Q Then, what would be the situation if this proposed amalgamation went through, and the Clover Bar School Division suddenly found itself shut off from the revenue of the industrial area, and that its total requisition had to be raised from the farm area that is left in it?

A Well, I think it is obvious that; well, to my way of thinking it would undoubtedly rise, and very sharply. We have figures, Mr. Chairman, and gentlemen as to our operational cost, and we are prepared to submit them, if you wish to have them at this time. I think that would in part answer your question.

MR. HAWKINS: Could we have those figures, Mr. Chairman, submitted in evidence?

THE CHAIRMAN: Are they ready now, Doctor Jonason?

A Yes. Yes, we have them run off.

THE CHAIRMAN: In sufficient numbers to be --

A We have at least six copies, I think. Just a moment, I have, we prepared the operation costs. I have them in six copies here, sir, if --

Dr. J. C. Jonason - Hawkins Cr.Ex.

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THE CHAIRMAN: Could we have this entered as an exhibit?

A I have more, in fact I have nine copies.

THE CHAIRMAN: Forty-eight, is it, Mr. McGruther?

MR. McGRUTHER: Yes, 48E.

THE CHAIRMAN: 48E. What is the descriptive title, Mr. Jonason?

A I am afraid that we have not given it a title. We might just call it a summary of operational costs of the Clover Bar School Division, or something of that kind, for the years 1947 to '53.

SUMMARY OF OPERATIONAL COSTS OF
THE CLOVER BAR SCHOOL DIVISION
FOR THE YEARS 1947 to 1953 IS
ENTERED AND MARKED EXHIBIT 48E.

A Now, Mr. Chairman and Gentlemen, as you examine this, these figures were taken from our annual reports, and Mr. Bowker compiled these. I would like to make one or two remarks with regard to them. In the first place, it is difficult for us to give to you the figures of the cost of educating an elementary school pupil, a junior high school pupil and a senior high school pupil because there are certain costs such as the operation of school vans which are servicing high school pupils and elementary school pupils, and junior high school pupils simultaneously, and it is impossible to get a breakdown of those figures, and estimate accurately what proportion should be assigned in each van and so on; so we have confined ourselves to making an analysis of operation cost, deducting from the cost per pupil the gross cost, the grants that we have

L. G. Jackson - Hawkins

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A (Cont.) received per pupil, and have arrived at the net annual cost here. You will notice in 1947 the approximate cost of operation was \$373,121 with an enrolment of 3,293. The annual cost per pupil was \$113.30. We received \$85,356.36, gross grant. The per pupil grant then amounted to \$25.92, and the net annual cost then to the ratepayer in our submission was \$87.38. Now, that has been continually increasing, in the last year despite the very substantial increase in grants as you will note the grant per pupil arose to \$59.25, the average cost of educating pupils in this division was \$182.23.

MR. DAVIES: Doctor Jonason, I would like to interrupt you for a moment before counsel get at you, to enlarge upon this, take for the year 1953 your per pupil grants went to \$59.25, whereas the 1952 per pupil grant was \$28.89. Now, I assume that in calculating the amount of grants herein, that you have taken into consideration the grant you would receive on construction of new schools, is that right?

A I think that's right, sir.

MR. DAVIES: And there is a tendency with those calculations to give, I think; the result in any affect is to give a wrong picture as to what the operational situation is. For instance, if I pick this up at first flush and don't know there are grants for buildings, it looks as if your grants went from \$28.89 in 1952 to \$59.25 in 1953,

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MR. DAVIES: (Cont.) but if in 1954, for example you don't erect any buildings the grant per pupil grant allowance is going to drop greatly below \$59.25, I presume, isn't it?

A I think you are right there.

MR. DAVIES: Is that right?

A Yes, that's right.

MR. MOFFAT: The breakdown on that is shown on the first page of the 1953 financial statement which I have a copy of. I am not sure whether it has been submitted to the Board yet or not.

A I think copies have been submitted, but we have extra copies of the 1953 financial report.

MR. McKENZIE: I don't believe we had that, sir.

THE CHAIRMAN: No, we didn't get it yet.

A Here are several copies.

THE CHAIRMAN: This will be Exhibit 49E.

MR. McGRUTHER: 49E.

AUDITOR'S FINANCIAL STATEMENT
FOR THE YEAR ENDING DECEMBER 31st,
1953 FOR CLOVER BAR SCHOOL
DIVISION NO. 13 IS ENTERED AND
MARKED EXHIBIT 49E.

MR. DAVIES QUESTIONS THE WITNESS:

Q I want to ask you to give a little picture to the Commission before we get into the examination on whether or not there are any towns excluded from your boundaries. Now, I understand from what you have said so far that the Town of Leduc is within your school division now?

A That's right, sir.

Q Then, is it right to assume that Calmar is in your school division?

A That's right.

Q There is no town area in the form of an island at all with your school division boundaries now?

A No, well, Devon seceded from the division, but it is not within the boundary of the school district because we skirt around the town of Devon.

Q But the town of Devon is not within the boundaries of the Clover Bar School Division?

A No, it is in the boundaries of the Clover Bar School inspector. I have jurisdiction over it as an inspector.

Q One other question, the town of Fort Saskatchewan, have they a separate school board, or are they within the boundaries of your school division?

A They are within the boundaries of the school division too.

Q So that the assessment that will be produced by the Sherritt Gordon plant near Fort Saskatchewan is available to your school division to that area?

A That's right.

Q So there is no town school district then at Fort Saskatchewan?

A No. They are, it is just, it is shown as the, the original boundaries of the town school district remain the same as they were, for example, on our map, but for all practical purposes there isn't.

Q Well, what I was really getting at, was, that suppose on the town of Fort Saskatchewan made

A: That's right.

Q: There is no town near it, is there?

A: All right, your school district, what is it?

A: No, well, I don't know, on the other hand, but it is not within the school district, it is not because we are not in the school district.

Q: How far is it from the school district?

A: No, it is not within the school district, it is not within the school district, I don't know, but it is not within the school district.

A: That's right.

Q: Is there a town near it, is there?

A: That's right.

Q: Is there a town near it, is there?

A: That's right.

Q (Cont.) an application to enlarge its boundaries by taking in the plant that no doubt joins its boundaries now, that is the Sherritt Gordon plant, even assuming that such an application were made which at present is merely a figment of my imagination, but might be a probability that we should consider, that wouldn't take that assessment out of the Clover Bar School Division?

A It wouldn't unless the town of Fort Saskatchewan in asking to have its boundaries extended to include the Sherritt Gordon plant at the same time requested the Minister of Education to set up a school district co-terminus with the town.

THE CHAIRMAN: In other words, unless it is acceded.

A And if it is acceded then it would.

Q MR. DAVIES: Now, again, one more question only, would it be possible for you at this stage to tabulate for us on this very excellent table that you had here, which I personally appreciate very much, would it be possible to tabulate what the school mill rate was on this for those years?

A Yes.

Q Would you give it to us now?

A Mr. Bowker would be able to do that, I think.

MR. BOWKER: I would have to have the municipal finance statement. The mill rate isn't shown on this. I would have to get the municipal --

A We will make that available as quickly as possible, sir.

MR. HAWKINS: Just to clarify that each local authority

MR. HAWKINS: (Cont.) would have its own mill rate.

The school district doesn't set the mill rate, it just sets the requisition. There might be half a dozen mill rates involved for school purposes in the Clover Bar School Division.

MR. MOFFAT: I wonder if we could have the mill rate which applies to the Strathcona area in this thing, if we could have those for the last two or three years.

MR. HAWKINS: I haven't got it typed out, Mr. Moffat, but I have them right here.

MR. MOFFAT: Could you read them out?

MR. HAWKINS: Yes. For 1947, 20 mills, '48, 23 mills, '49, 19 mills, 1950, 22 mills, 1951, 21 mills, 1952, 21 mills, and 1953, 22 mills.

MR. MOFFAT: Is that the '53 mill?

MR. HAWKINS: The last is '53.

MR. MOFFAT: What is your '54 rate?

MR. HAWKINS: I can't say offhand.

MR. MOFFAT: How much below that is it?

MR. HAWKINS: The total mill rate is twenty-five, and I believe it is about half. Once we make it we never, once we set the mill rate we never use the total amalgamated mill rate. I can get that for you in the morning.

MR. MOFFAT: But the key is, the total mill rate for this year is down to about twenty-five which means the school mill rate is down around 14 or 15?

MR. HAWKINS: I believe it is around 17 or 18.

MR. DAVIES: Excuse me, Mr. Hawkins, what you have been

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Mr. J. C. Johnson: I have the same will pass.
The school board will pass it and the will pass. It
just goes on. There is no action. There is no action.
I have the same will pass. The school board will pass it.

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Dr. J. C. Jonason

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MR. DAVIES: (Cont.) giving us, is that the total mill rate of the M.D. of Strathcona for those years including school, hospital and general and all other --

MR. HAWKINS: No, it is just the school mill rate that I gave you just now, but I didn't give '54. Mr. Moffat wanted to know what '54 was.

A Mr. Chairman, I think Mr. Hawkins had asked me a question which induced me to present this to the Commission, and I think I, in fairness to him I should answer his question. As you see, the cost --

THE CHAIRMAN: Dr. Jonason, if you remember the question, will you repeat it? I am afraid the members of the Commission may not remember it either.

A Well, he was wondering whether in the event of the Clover Bar School Division being deprived of the industrial assessment, whether it would bring about the sharp increase in the operational costs for schools.

THE CHAIRMAN: Yes.

A And having in mind that the cost, taking even this figure for 1953, making allowance for the fact that we may have quoted a figure that is too generous there in the way of grant reduction, \$182.00 is a fairly high figure in comparison with what the city is doing, and we would not be able to maintain the present services unless we had more than a mere rural assessment to support

Dr. J. C. Jonason - Scott Cr.Ex.

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A (Cont.) these schools.

MR. HAWKINS: That's all the questions I have, Doctor Jonason.

THE CHAIRMAN: All right, Mr. Scott.

MR. SCOTT CROSS-EXAMINES THE WITNESS:

Q Referring to page 2 of the brief where it states of the idea of ^{the} ~~the~~ ^{and} ~~and~~ steady, ~~the~~ enormous increase in the total assessment, what is the assessment of the Clover Bar School Division at the present time for taxation purposes?

A I think I have the figures here Mr. Bowker, but if you just check me to see that these are right. In 1954 the total assessment, that was all the areas involved was \$39,691,993.00.

Q Thank you. Now, what would be the, could you give me an estimate of the assessment, the additional assessment made by the industrial site, that is as apart from the rest of the territory that is not industrial?

A I'm not in a position to give you that. I think that would be, it could be determined, but I am not in a position to do so at the present time.

MR. MOFFAT: Mr. Scott, I might be able to give you a fair idea of that. The question has been in terms of \$13,000,000 on the roll at the present time. That isn't precise, but that is the figure we have been using for work purposes.

SCOTT:
MR. ~~SCOTT~~ Thanks very much, that's just what I wanted to get at. Are these industries carrying their weight

in their contribution to schools? We are continually

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SCOTT:

MR. / (Cont.) getting figures about a plant, fifteen million going up, and another one going up, and so on, and so on, and I think a statement was made in here the other day that Edmonton assessed their industrials, the properties at somewhere around 60%, is that not right? I mean, at fifty, am I right in that figure?

MR. MOFFAT: That's right.

MR. SCOTT: Now, what's the basis of the assessment of this industrial property as far as Clover Bar is concerned and the school division, and for taxation purposes?

A Mr. Chairman, I think in answering that, I might just say this, that the Board of the Clover Bar School Division requisitions in accordance with its need, and we do not presume to dictate to the municipal authorities as to what their assessment should be.

MR. SCOTT: Well, I understand that --

A And we have no knowledge as to whether any special arrangements have been made in the way of preferential treatment in taxation, or anything of that kind, we are not concerned with that. We know what we need to operate our schools, and we make our requests accordingly.

Q I appreciate that, and I understand it, but I would like to have that figure. I wonder if these industries as far as schools are concerned are carrying their weight, and if they are not carrying their weight, it kind of occurred to me that --

Mr. J. C. Johnson - Booth Cr. Ex.

- 699 -

Mr. Scott: (Cont.) setting figures and

million-dollar

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Dr. J. C. Jonason - Scott Cr.Ex.

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THE CHAIRMAN: Mr. Scott, unquestionably when the complete Strathcona brief is presented all that material will be available, and perhaps you will drop in then.

MR. SCOTT: Thank you, sir.

THE CHAIRMAN: And hear all that.

MR. ROBISON: How many new schools have you put up in the last five years?

A In the last five years, well, we have -- well, when you speak of new schools; at Leduc, at first we built several buildings there, and we have, we built a high school, and then we have added additions to that repeatedly. At Calmar we have been doing the same thing, and at New Sarepta this last year we built an entirely separate unit. At Leduc, I should have mentioned, we are building a new one at the present time across the tracks. I am trying to keep track of these. We could say that for all practical purposes our building at Calmar constitutes a new building. Another one at Leduc, another one at New Sarepta, another one at Fort Saskatchewan, the Salisbury high school, that's five. We have, in the process of construction the Ellerslie, a six room elementary school at Ellerslie, and another school at Wye. That brings it up to seven, and we built a centralized school at Ministik. In all, I think we built eight schools in that period of time.

MR. ROBISON: Have you any figures on this per room cost?

THE CHAIRMAN: Mr. Scott, unquestionably when

started

material will be available, and perhaps you will

in them.

SCOTT: Thank you, sir.

THE CHAIRMAN: And hear all that.

MR. ROBINSON: How many new schools have you . . . up to

the last five years

A: In the last five years, well we have -- well

when you speak of new schools; at Lebec, at

we built several buildings there, and we

built a high school, and then we have

conditions to that repeated. At Lebec

beginning the same thing, and at new

last year we built a entirely separate unit.

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a new one at the present time, across the tracks.

am trying to keep track of these. We could

what for all practical purposes our building

at Lebec, another new building. Another

one at Lebec, another at new Sarapata, another

one at Fort Saskatchewan, the Saltbury high

Dr. J. C. Jonason

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A I think we can; I'm just wondering whether we are quoting on the same basis as these other people, but I will give you the figures that I have here in anticipation of just a question of that kind. At Fort Saskatchewan we have just completed an eight room elementary school. It has not however an auditorium gymnasium. We have provision for that when we extend the building. It has however the utility rooms, the rooms such as principal office, teachers' rest room, medical room, and then, in connection with the primary room, we have separate lavatory facilities for the youngsters there in addition to the regular facilities for the pupils at large. That building --

THE CHAIRMAN: There is no shop there, Doctor Jonason?

A No, this is an elementary school.

THE CHAIRMAN: Oh, I am sorry.

A That building cost us \$156,528.00, and we estimate that the furnishing of the rooms and so on would come to approximately \$2,000.00. That would be \$16,000.00 making a total --

THE CHAIRMAN: Is the site in this?

A The site I think is included. No, the site is exclusive of that. We paid \$10,000.00 for the site. That would make it eighty, approximately \$180,000.00 then for this eight room school.

THE CHAIRMAN: Six room?

A Eight rooms.

THE CHAIRMAN: An eight room school.

A I think we can't. I'm just wondering whether we are

quoting on the same basis as these other people.

but I will give you the figures that I have before

in anticipation of just a question of that kind.

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room, we have separate lavatory

the youngsters there in relation to the regular

facilities for the pupils is larger. That building

THE CHAIRMAN: There is no school at Fort Saskatchewan?

No, this is an elementary school.

THE

That building cost us \$155,524.00, and we estimate

that the furnishing of the room and so on would

come to approximately \$2,000.00. That would be

\$157,524.00 making a total

THE CHAIRMAN: Is the site in this?

Dr. J. C. Jonason

- 642 -

A That would be in the neighborhood of twenty-two or \$23,000.00 a room. Now, in the case of the Salisbury high school which is situated ^{just} four miles east on the highway Number 14, we can consider it an eight room building. It has, in addition to five classrooms it has a household economics room, a commercial room and a shop, so we can consider that an eight room school, but in addition to that it has an auditorium gymnasium. It has a library room, a teachers' rest room, a principal's office and a health medical inspection room. That cost us \$205,205.00 to build. The site came to \$7,200.00 and we have to landscape this area, and we feel that it will raise the cost another three to four, or \$5,000.00 before we can get that completed. The total figure as it stands, exclusive of the improvements that we anticipate we will have to make is about \$222,405.00. That would be roughly twenty-five, a little bit over \$25,000.00 per room.

MR. ROBISON: Well, how would you say that that school compares with a similar school in the City of Edmonton?

A Well, I would say that our costs of building, the cost would be approximately the same inasmuch as this is of frame and stucco construction, whereas the buildings that are being erected in the City of Edmonton are of brick construction.

MR. ROBISON: Frame, yes.

A And our costs, I would say would be approximately the same.

That would be in the neighborhood of twenty-
or \$25,000.00 a room. Now on the east of the
Salisbury high school which is situated on the
east on the highway "number 1" we can consider it
an eight room building. It has, in addition to
five classrooms it has a new home economic room,
a commercial room and a shop, and we can consider
that an eight room school building. In addition to
that it has an auditorium, gymnasium. It has
library room, a teacher's lounge, a room for
office and a health room and a room for the
cost is \$25,000.00. The five
at \$25,000.00 and we have a landscape this
and we feel that it
four, or \$25,000.00 a room. We can get
that completed. The total figure is \$125,000.00.
exclusive of the two overruns that we anticipate
we will have to make \$25,000.00. That
would be roughly twenty-five,
\$25,000.00 a room.

MR. ROE SON: Well, how would you say that that school
compares with a similar school in the City of Edmond?
A: Well, I would say that the costs of building, the
materially the same as in

Dr. J. C. Jonason

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THE CHAIRMAN: Now, Gentlemen, I would like to know if we should, it is time for an adjournment,^{and} I would like to know if we should ask Doctor Jonason to be prepared to attend again to-morrow.

MR. MOFFAT: I have a few questions, sir.

THE CHAIRMAN: Yes. Doctor Jonason, to-morrow at two, would that be possible?

A All right.

THE CHAIRMAN: Thank you. Doctor Willis, I intimated to you that it was in the lap of the gods the progress we have made, and we didn't get as far forward as I expected to this afternoon, so I will have to ask you to attend to-morrow afternoon. Probably you could plan to be here too. Thank you. We now stand adjourned until ten to-morrow morning.

(At this point the Commission stood adjourned until 10:00 a.m., Tuesday, October 19th, 1954.)

- 643 -

THE CHAIRMAN: Now, Gentlemen, I would like to know if
we should, at this time for an adjournment, I would
like to know if we should ask Doctor Johnson to
be prepared to attend again to-morrow.

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THE CHAIRMAN: Yes. Doctor Johnson, to-morrow at

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A All right.

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